

Toronto Metropolitan University
External Review 2025-2026

REPORT

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EXECUTIVE SUMMARY

This Review was commissioned in response to two incidents involving the arrest of Toronto Metropolitan University (TMU) students affiliated with TMU campus group Students for Justice in Palestine at Toronto Metropolitan University (SJP-TMU): the disruption of a TMU-hosted Democracy Forum event on September 19, 2025, and the disruption of an off-campus student event on November 5, 2025. What began as a review and investigation into two specific events quickly revealed a broader institutional issue: a deeply polarized campus environment shaped by the aftermath of October 7, 2023, and the ongoing Israeli-Palestinian conflict. The Review concludes that the two incidents under review were symptoms of a deteriorating campus climate that, absent decisive institutional action, are likely to recur.

The Review is based on the foundational principle that universities are meant to foster inquiry, debate, and democratic engagement. TMU, like all universities, must remain a place where ideas – however controversial or unpopular – may be expressed and challenged. Protest has long played a significant role in university life and in the advancement of social and political change. Freedom of speech, however, is not an unlimited right. It carries corresponding responsibilities toward others in the university community, and conduct that interferes with the ability of others to speak or participate in lawful university activities falls outside its protection. Preserving an environment in which competing views can be expressed requires protecting both the right to protest and the ability of others to participate in university life.

A. September 19, 2025: The Dais Event

The first incident under review involved a Democracy Forum event hosted by the Dais (a public policy and leadership think tank at TMU) intended to feature a discussion on artificial intelligence with the federal minister of A.I., Evan Solomon. The event was repeatedly disrupted by a coordinated protest involving members of SJP-TMU. Protesters interrupted speakers such that they could not engage in the planned dialogue and directed epithets such as “war criminal,” “baby killer,” and “murderer” at specific members of the audience. The disruptions continued despite repeated offers by the minister and moderator to engage in discussion. The event ultimately could not proceed.

This portion of the report is not presently being made public, in order to protect the integrity and confidentiality of proceedings under TMU’s policies.

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The arrest of a student following the disruption generated significant controversy and for many became emblematic of broader concerns regarding campus security, racialization, and the treatment of pro-Palestinian students. After leaving the auditorium, a protester refused security guards' repeated requests to identify herself or leave university property and walked away from the building's exit. While one of the security guards was directing her out of the building, the student flailed her arms and her phone made contact with the security guard's face. Following this interaction, the student was arrested for assault and restrained by the guards using a "takedown" manoeuvre.

While the Review acknowledges the emotional impact of the arrest and the legitimate concerns expressed by many students and faculty regarding campus securitization, it concludes that the arrest itself was reasonable and lawful in the circumstances and that the force used was not excessive.

The Review expresses concern about how edited social media footage, which omitted important context and portrayed the incident as "brutalization," contributed to hostility toward the security guards involved. It also contributed to the widespread belief that the arrest resulted solely from the student's participation in protest activity, which was not the case.

B. November 5, 2025: The Off-Campus Event

The second incident under review involved a speaking event organized by the TMU student group Students Supporting Israel (SSI-TMU), featuring speakers with ties to the Israel Defense Forces (IDF). After TMU denied the event permission to proceed on campus, SSI-TMU relocated it to a privately rented venue adjacent to campus.

Protesters associated with SJP-TMU discovered the location and mobilized through social media using slogans that included “War criminals will never be welcome in our communities” and “Zionist murderers.” Protesters entered the premises, shouting slogans and surrounding attendees in an enclosed space. During the confrontation, a glass door shattered and injuries were sustained. When police intervened, several protesters were arrested. The speaking event did not go ahead.

This portion of the report is not presently being made public, in order to protect the integrity and confidentiality of proceedings under TMU’s policies.

The Review concludes that the University did not avoid responsibility for the event simply by declining to permit it on campus. Although claiming that SSI-TMU had not been transparent in the application, TMU anticipated significant disruption and security risks surrounding the event and denied SSI-TMU permission to host it on campus in part because of this. In doing so, TMU effectively permitted a “heckler’s veto,” whereby the threat of disruption determines who is permitted to speak. Universities, the Review contends, should not deny lawful events merely because opponents may protest or threaten disruption. The preferred institutional response should be mitigation – stronger security, clearer conduct expectations, and enforcement of rules – not cancellation or displacement. Allowing the prospect of disruption to determine whether a lawful event may proceed risks undermining viewpoint neutrality and the University’s obligation to protect the expressive rights of all members of its community.

C. A Fractured Campus Environment

Underlying the two incidents is a campus community struggling under extraordinary strain. The Review finds that the events of October 7, 2023, in Israel fundamentally altered the experience of campus life for many members of the university community. Jewish students, faculty, and staff described hostility toward Jewish identity and Zionism that crossed into intimidation, dehumanization, and antisemitism. Pro-Palestinian community members described grief and trauma and expressed concern that advocacy relating to Gaza and Palestinian rights was increasingly viewed through a security and disciplinary lens.

While participants often disagreed profoundly about the causes of these experiences, the Review concludes that they reflect genuine experiences of fear, exclusion, and vulnerability that require meaningful institutional attention. Across communities, mistrust of university leadership emerged as a recurring theme, with many participants expressing frustration about inconsistent communication, unclear expectations, and uncertainty regarding where protest ends and misconduct begins.

The Review also concludes that social media has become a significant accelerant of conflict. Online spaces were repeatedly used to identify, denounce, and target students, faculty, staff, administrators, and security personnel. Conduct that began online frequently had real-world consequences for safety, participation, and trust. The Review is suggesting improvements to TMU's existing frameworks, including the recommendation that TMU addresses the impact of online conduct connected to University life.

D. Conclusions and Recommendations

The Review ultimately concludes that TMU possesses policies capable of addressing much of the conduct described in this Report but has too often failed to apply them consistently and decisively. The absence of clear enforcement, combined with ambiguity around free expression and protest, has contributed to escalating tensions and a perception that disruption carries few consequences. The University cannot resolve the conflict in the Middle East or eliminate disagreement, grief, anger, or competing historical narratives. It can, however, establish clear behavioural expectations, protect the rights of all members of the community, and enforce its policies consistently, transparently, and predictably.

The Review recommends:

- revision of TMU's "Statement on Freedom of Speech" to expressly prohibit intimidation, harassment, discrimination, and conduct that interferes with the expressive rights of others, together with a comprehensive campus free expression framework and a review of the relationship between academic freedom, faculty political advocacy, and professional responsibilities;
- adoption of clear, content-neutral expectations governing protest, disruption, demonstrations, event safety, identification requirements, and participation in lawful University activities, together with reforms to ensure that lawful events are not denied or cancelled because of anticipated opposition or disruption;
- consistent enforcement of TMU's Student Code of Non-Academic Conduct and related University policies, together with stronger accountability mechanisms for recognized student organizations, timely sanctions for misconduct, and University review where collective conduct violates University standards;
- that TMU recognize that discrimination against Jews manifests through opposition to Zionism and, therefore, TMU should adopt the International Holocaust Remembrance Alliance (IHRA) working definition of antisemitism as an educational and policy framework, while affirming that criticism of Israeli government policy remains protected expression;
- improved regulation of online harassment, intimidation, doxxing, targeted filming, and other online conduct connected to University life;
- a streamlined and accessible complaint process supported by timely decision-making and clear accountability;
- visible and timely responses to misconduct, supported by appropriate sanctions where necessary; and
- enhanced mandatory orientation and ongoing education concerning respectful dialogue, freedom of expression, discrimination and harassment, conflict resolution, and the rights and responsibilities of members of the University community.

A university committed to open debate depends on the ability of people with profoundly different views to learn, work, and participate in university life together. Freedom of expression, safety, inclusion, and institutional neutrality are not competing objectives; the success of each depends on the protection of the others. Maintaining that balance requires clear expectations, consistent enforcement of the university's policies, and a shared commitment to ensuring that disagreement does not give way to intimidation or the silencing of others.

PART I: FRAMEWORK FOR THE REVIEW

A. TERMS OF REFERENCE

The Terms of Reference (reproduced in full in Appendix 1) directed the External Reviewer to:

- (1) investigate a complaint arising from the disruption of an off-campus student event on November 5, 2025, under applicable university policies and make findings and recommendations to the Vice-Provost, Students;
- (2) conduct a fact-finding review of the disruption of a September 19, 2025, on-campus event and the subsequent arrest of a student and provide a fair, accurate, and impartial account of the events to the Vice-President, Administration and Operations; and
- (3) provide an impartial report assessing both incidents, alongside TMU's policies, procedures, and practices relating to expression, campus safety, and event management, including recommendations for improvement.

B. RELEVANT UNIVERSITY POLICIES

A number of University codes, policies, and guidelines are relevant to this Review. They are briefly summarized below and reproduced in full in Appendix 2. Through the Report, references to "Codes of Conduct" are intended to encompass all such codes, policies, and guidelines unless otherwise specified.

1. Student Code of Non-Academic Conduct

TMU's Student Code of Non-Academic Conduct establishes community standards governing student behaviour in non-academic settings and provides a framework for addressing conduct that undermines the safety, well-being, rights, or orderly functioning of the University community. The Code applies to conduct occurring on campus, in some circumstances off campus, and online where there is a sufficient connection to TMU or an adverse effect on members of the University community.

The Code recognizes students' rights to freedom of expression and peaceful assembly, provided these occur lawfully and without harassment, disruption, intimidation, or violence. It also identifies conduct that may breach community

standards, including harassment, threats or violence, interference with University operations or events, breaches of University policies, and conduct that harms persons or property. Disrupting or interfering with classes, examinations, events, or University operations is expressly identified as conduct that may violate the Code.

The Code establishes a complaint and investigation process administered by the Student Conduct Office, including opportunities for alternative dispute resolution where appropriate, investigations conducted on a balance-of-probabilities standard, procedural fairness protections, and rights of appeal. Available sanctions range from educational and behavioural measures to restrictions on University access, suspension, withdrawal, or expulsion, depending on the seriousness of the conduct and surrounding circumstances.

2. Statement on Freedom of Speech

TMU's (then Ryerson's) 2010 "Statement on Freedom of Speech" affirms the University's commitment to the free exchange of ideas, intellectual inquiry, and open disagreement within a culture of mutual respect. The policy protects freedom of thought and expression, including criticism of the University and broader society, while emphasizing that speech rights must be exercised without intimidation and with respect for the rights of others to express opposing views. The University recognizes limits on expression consistent with the Charter of Rights and Freedoms and may intervene where speech is unlawful or prevents others from lawfully exercising their own freedom of expression.

This "Statement on Freedom of Speech" has served as the University's effective freedom of expression policy since 2010. In 2017, prior to the Ontario government's mandate requiring a free expression policy, a task force composed of faculty and student representatives was established to modernize and update the 2010 policy to reflect evolving discussions around expressive freedom. Following extensive discussion and negotiation, the task force developed a new statement (the 2018 "Draft Statement on Freedom of Expression") and submitted it to the University Senate for approval. However, the Senate meeting was disrupted by protesters, prompting the President to adjourn the session. As a result, the proposed freedom of expression statement was removed from the agenda and ultimately never adopted. Consequently, the 2010 "Statement on Freedom of Expression" remains the University's only officially approved policy on free expression.

3. Discrimination and Harassment Policy

TMU's "Discrimination and Harassment Prevention Policy" affirms the University's commitment to maintaining learning, working, and living environments free from discrimination and harassment consistent with its obligations under the Ontario Human Rights Code and related legislation. The Policy emphasizes prevention through education, awareness, and the proactive identification and removal of systemic barriers, while also establishing a complaint resolution process to address alleged breaches and ensure accountability.

The Policy describes discrimination as unequal or adverse treatment connected to one or more protected grounds under the Ontario Human Rights Code, recognizing that it may be direct or indirect, intentional or unintentional, and may arise through the combined effects of multiple identity characteristics. It defines harassment as unwelcome conduct or comments linked to protected grounds that are known, or reasonably ought to be known, to be unwelcome, and it recognizes that a single egregious incident may in some circumstances constitute harassment. The Policy also addresses hate activity and "poisoned environments," defined as objectively hostile or intolerable environments created by sufficiently severe or pervasive conduct based on protected grounds.

The Policy expressly recognizes the importance of freedom of expression and academic freedom, affirming that it is not intended to inhibit lawful expression or inquiry. It also emphasizes that these freedoms must be exercised in a manner that respects the rights of others to learn, work, and participate in University life free from discrimination and harassment.

4. Guidelines on Enhancing Community Safety and Inclusivity for Events and Activities on Campus

TMU's "Guidelines on Enhancing Community Safety and Inclusivity for Events and Activities on Campus" articulate the University's expectations for conduct during events, demonstrations, and other campus activities. The Guidelines recognize universities as forums for the respectful and critical exchange of ideas and expressly affirm the importance of free speech and intellectual engagement. They emphasize that the right to freedom of expression carries a corresponding responsibility to

exercise that right in an atmosphere free from intimidation and in a manner that respects the expressive rights of those with differing views.

The Guidelines apply to all events and activities occurring on TMU campuses, including organized programming, demonstrations, and protests. They prohibit violence, threats, weapons, intimidation, harassment, discrimination, and conduct that poses risks to physical safety or interferes with access to campus buildings, emergency services, or University operations. Community members are expected to respect University property and refrain from conduct that damages facilities, obstructs movement, disrupts learning or residence life, or creates hazardous conditions. Event organizers are also expected to communicate with the Community Safety and Security department regarding crowd management and safety planning.

The Guidelines reinforce TMU's obligations under existing university policies, including those described above. In particular, they emphasize that discrimination, harassment, poisoned environments, intimidation, and the targeting of individuals – including at home, in vehicles, offices, or meetings, or through digital means – are inconsistent with University expectations and may result in intervention or discipline under applicable policies.

The Guidelines recognize demonstrations and protests as legitimate forms of civic engagement and democratic expression that may occur on campus even where formal booking processes have not been completed. However, such activities remain subject to University standards respecting safety, respectful conduct, access, and the rights of others. Organizers and participants are expected to comply with instructions from University officials and Community Safety and Security, and TMU reserves the right to intervene, cancel events, or remove persons from campus where conduct contravenes University policies or creates undue safety risks.

5. Statement on Student Rights and Responsibilities

TMU's "Statement of Student Rights and Responsibilities" (adopted by the University Senate in 2003) articulates a reciprocal framework of student rights and obligations intended to support a safe, respectful, and academically productive university environment while safeguarding lawful dissent. Students are entitled to a learning environment that is safe, free from harassment and discrimination, characterized by mutual respect and civility, and free from interference and

disruption. Students are also entitled to security on University property, fair administrative decision-making, confidentiality, and the ability to raise complaints without fear of reprisal.

The Statement makes equally clear that students bear corresponding responsibilities. Students are expected to treat members of the University community with respect, refrain from conduct that obstructs teaching, learning, research, administration, or other authorized university activities, and avoid behaviour that threatens the health, safety, or well-being of others. The Statement expressly prohibits conduct that students know or ought reasonably to know would cause others to feel humiliated, demeaned, intimidated, or unsafe, including through unwelcome or persistent behaviour that interferes with learning, work, or participation in University life. It also extends to misuse of University communication systems where messages may endanger personal well-being or interfere with teaching, learning, or work.

C. LEGAL FRAMEWORK – FREEDOM OF EXPRESSION AND PROTEST

The issues before the Review concern the boundary between protected expression and conduct that falls outside the protections afforded to free speech and protest.

Universities in Canada hold a unique role as spaces dedicated to inquiry, critical thinking, debate, and democratic participation. Student activism has long been an integral aspect of university life, reflecting the function of campuses as environments where political dissent, moral debate, and social movements are given voice and challenged. In assessing institutional responses to protest, Canadian law begins from a strong presumption in favour of expressive freedom, while also recognizing lawful limits necessary to protect safety, educational functioning, and the rights of others.

Freedom of expression is protected under section 2(b) of the Canadian Charter of Rights and Freedoms, which guarantees “freedom of thought, belief, opinion and expression.” Political expression – including demonstrations, marches, symbolic protest, signage, and criticism of institutions or governments – sits at the core of Charter protection. Canadian courts have consistently interpreted expressive

freedom broadly, extending constitutional protection to virtually all activity intended to convey meaning, except violence or threats of violence.¹

Student protest on university campuses ordinarily falls within this broad conception of protected expression. Demonstrations concerning international conflicts, institutional investments, university partnerships, or governmental policy are not peripheral to university life; they are among the forms of engagement that universities have historically helped cultivate. Importantly, Canadian law protects expression irrespective of whether it is popular, persuasive, offensive, or unsettling. Universities are not expected to shield members of their communities from exposure to difficult, controversial, or deeply contested political views.

However, expressive freedom in Canada is not absolute. Section 1 of the Charter provides that rights may be subject to “such reasonable limits prescribed by law as can be demonstrably justified in a free and democratic society.” Canadian jurisprudence therefore distinguishes sharply between lawful political expression and conduct that becomes unlawful or materially infringes the rights of others. Universities may appropriately regulate conduct involving violence, threats, targeted harassment, intimidation, discriminatory conduct contrary to human rights law, destruction of property, or substantial obstruction of institutional operations.²

For universities managing protest activity, an especially important distinction is that between offence and harm. Canadian law does not recognize a general right to be free from exposure to speech that is offensive, distressing, provocative, or morally objectionable. Protest, by its nature, is often disruptive and may generate discomfort or anxiety. Institutional intervention therefore should not be triggered merely because expression provokes strong disagreement or emotional distress. Conversely, universities have obligations to intervene where conduct crosses into discriminatory harassment, targeted intimidation, or conduct that materially undermines the safety or lawful participation of others within the academic community.

Ontario’s postsecondary sector has moved further toward explicit recognition of these principles. Since 2018, publicly funded universities have been required to maintain freedom of expression policies affirming the importance of open debate

¹ *Irwin Toy Ltd. v. Quebec (Attorney General)*, [1989] 1 SCR 927; *Saskatchewan (Human Rights Commission) v. Whatcott*, 2013 SCC 11 (CanLII), [2013] 1 SCR 467.

² *R. v. Keegstra*, [1990] 3 SCR 697; *Saskatchewan (Human Rights Commission) v. Whatcott*, 2013 SCC 11.

while recognizing lawful limits associated with safety, harassment, discrimination, and institutional functioning.³ These policies generally emphasize that universities should neither suppress lawful expression because it is controversial nor permit protest activity to prevent others from learning, teaching, assembling, or expressing competing views.

Words and behaviour that cross the line into harassment, discrimination, and hate cannot shelter under claims of free speech. One person's free speech cannot shut down another person's right to lawful expression.

That has been a recurring concern on the TMU campus. The events examined in this Review demonstrate the consequences of that principle being lost. In both 2025 incidents, activity that began as the exercise of rights to protest and to speak freely crossed into conduct that prevented others, including those with opposing views, from speaking or attending lawful events.

The conduct reviewed in this Report is capable of being primarily addressed by TMU's existing Codes of Conduct. The challenge lies in their consistent and principled enforced.

D. INTERVIEWS AND WRITTEN SUBMISSIONS

This Review includes interviews with and submissions from University leaders, faculty, staff, students, campus security personnel, external security representatives, organizers of University events, advocacy organizations, and individuals affiliated with Jewish, Palestinian, Muslim, and other campus communities.⁴ Participants included individuals directly involved in the September 19, 2025, Dais event and the November 5, 2025, off-campus incident, as well as those who viewed the incidents as emblematic of broader tensions affecting the University community. This Report is the result of what we heard.

Participants were invited to share their experiences, observations, and perspectives on the incidents under review, the broader campus climate, and the University's institutional response. Participants could attend their interviews on campus, off

³ Government of Ontario, Upholding Free Speech on Ontario's University and College Campuses (2018).

⁴ For balance, the Review sought and obtained input from a broad range of participants holding differing perspectives on the issues under consideration, including approximately equal numbers of individuals who identified with Jewish/Israeli and Palestinian/pro-Palestinian perspectives, although no fixed proportion was prescribed.

campus, or virtually. Any participant who wished to remain anonymous was granted such protection, and many participants spoke to the Review on the condition that they would not be identified. As a result, in preparing this Report, the Review erred on the side of anonymity when recounting the testimony of participants.

Interviewees approached these conversations from markedly different vantage points and with differing assumptions about freedom of expression, safety, institutional neutrality, discrimination, protest, and accountability. Many participants described experiences at TMU of fear, exclusion, grief, frustration, or mistrust. Others emphasized concerns about overreach, censorship, or the securitization of campus life. In many cases, participants' accounts reflected fundamentally different understandings of the University's role, including whether its primary responsibility was to protect protest, safeguard free expression, ensure physical and psychological safety of community members, maintain institutional neutrality, or balance these competing obligations.

The Report includes sections entitled "What We Heard," but the testimony of participants informs the entirety of the Report. Where we summarize what participants told the Review, we intended to synthesize testimony rather than adjudicate contested facts. Throughout the interviews, there were areas of significant convergence, areas of profound disagreement, and areas where participants described the same events in fundamentally different terms. Where perspectives diverged, this Report seeks to present those views fairly and in context.

There were approximately 70 oral submissions and 40 written submissions.

We are grateful to the students, staff, faculty, and other community members who shared their experiences openly and honestly with the Review.

PART II: THE CONTEXTUAL CAMPUS ENVIRONMENT

A. The Student Groups

Two TMU student groups factor significantly in this Review: Students Supporting Israel (SSI-TMU) and Students for Justice in Palestine (SJP-TMU).

A student group at TMU becomes officially recognized only after it is approved by the Toronto Metropolitan Students' Union (TMSU) through a formal application process. A recognized group is defined as one that has successfully completed this process and complies with TMSU policies. To begin, prospective groups must apply during designated application periods, which occur twice per year (September-October and April-May). Applications submitted outside these windows are not considered. Before applying, organizers are expected to understand and follow relevant TMSU policies, including those governing campus groups, funding, and conduct.

To be considered for recognition, a group must submit a complete application package to the Campus Groups Coordinator. This package includes several required components:

- a membership list of at least 20 TMU students;
- a cover letter explaining the group's mission, its value to the TMU community, how it is unique, and outlining at least five planned events;
- a formal constitution that defines the group's structure, executive roles, and governance procedures;
- a Signing Officer Registration Form identifying at least three executive members; and
- a Declaration of Affiliation Form disclosing any external affiliations or funding.

Once submitted, applications are reviewed by the Campus Groups Coordinator and the Student Groups Committee, who evaluate them based on several criteria, including:

- whether all required documents were properly submitted;
- whether a similar group already exists;
- whether the group's mission aligns with TMSU's goal of building student community; and
- the group's past conduct (if applicable).

TMSU has full discretion in deciding whether to approve a group, even if all requirements are met. If approved, the group becomes a recognized TMSU campus group, but this status is only valid for one year and must be renewed annually through a similar process.

All TMSU campus groups must follow all TMSU and TMU policies, must follow the Ontario Human Rights Code and all other applicable legal obligations, and must strive to make a positive contribution to the academic and/or co-curricular lives of TMU students. The TMSU retains sole and exclusive discretion to place a TMSU campus group on probation or revoke the status of a TMSU campus group in accordance with the "Campus Groups Code of Conduct, Complaints, Investigations and Sanctions Policy".

Only groups that have been officially recognized by TMSU are eligible to receive funding. Groups without this status cannot access TMSU funding. Funding is not automatic; instead, groups must apply separately for funding, and approval is determined at TMSU's discretion.

B. Students for Justice in Palestine (SJP)

SJP is a student activism network founded in 1993 at the University of California, Berkeley. It is now a national network coordinated by the National SJP which provided guidance and resources.⁵ Its mission is to "empower, unify and support the

⁵ See for example, "The University and the Reproduction of Capitalist-Imperialist Society," National Students for Justice in Palestine (2025: Popular University Press)

Student Movement for Palestine liberation.”⁶ University chapters engage in campus activities including protests in support of Palestinians and promoting Boycott, Divestment and Sanctions (BDS)⁷ campaigns.

SJP had faced criticism for antisemitism, and confrontational tactics.

SJP-TMU is active in promoting the national objective. When it filed for approval from the TMSU to be a recognized campus group, it submitted the following mission statement:

We are a social justice student group committed to spreading awareness of and being advocates for the Palestinian liberation struggle.

Since our inception in 2021 at Toronto Metropolitan University, we have been a student social justice group committed to organizing, spreading awareness of, and advocating for Palestinian liberation and return, from Turtle Island to Palestine.

We, students for justice in Palestine, recognize that students across the globe have made sure that Universities, as traditionally colonial institutions with economic and political power, are sites for radical transformation. In doing so, we engage with our University community in ways that carry forward the long and hard-fought intersectional struggles for the liberation and dignity of all oppressed peoples everywhere.

With guidance and assistance from faculty, SJP-TMU has advocated for Palestinian rights through protests and extensive demands of the administration, discussed below.

C. Students Supporting Israel (SSI)

SSI is an international campus movement that supports the State of Israel. Founded at the University of Minnesota in early 2012 it has multiple chapters across the United States, Canada, England, Scotland, Wales, Ireland, Poland, Australia, Argentina, and New Zealand.

⁶ <https://www.nationalsjp.org/about>

⁷ The Boycott, Divestment and Sanctions (BDS) movement is a Palestinian-led global campaign that encourages boycotts, divestment, and sanctions against Israel and its supporters to pressure it over its policies toward Palestinians and compliance with international law.

Its mission is to be a clear and confident pro-Israel voice on college campuses and to support students in pro-Israel advocacy. It is “committed to promoting a better understanding of Israel worldwide as a member of the family of nations, with a fundamental right to exist as a Jewish, democratic state, within secure borders.”⁸

SSI-TMU is also a registered campus group. Its mission statement reads:

SSI at TMU is committed to providing students with education and information about Israel's position in the Middle East. We provide students with the platform to understand and support the position of Israel in the Middle East on campus, discuss fair media coverage of the region, and familiarize students with current events and Israeli culture.

We believe in the Jewish people's right to self-determination in the land of Israel. Also, we strongly want to see a peaceful, coexistent future with their neighbours.

We believe that through education and dialogue, we can reach a peaceful solution to the conflict. By learning about up-to-date politics, Israeli culture, and history, students can have a better understanding of Israel's position as a member of the family of nations, and the Jewish people's right to a homeland in Israel.

The group's activities will address current politics in Israel and its surrounding countries, and discuss controversial topics related to Israel while promoting Israel's fundamental right to exist within secure and recognized borders.

SSI at TMU is the mouthpiece of the Israeli people and in no way represents the Israeli government. SSI is apolitical; we do not collectively have a stance on Israeli political policy. Just like the citizens of Israel, we are a diverse group of students from varying backgrounds, each with our own political opinions. We are united over our shared values of democracy, peace, dialogue, and coexistence, which make up the State of Israel.

⁸ Students Supporting Israel, <https://www.ssimovement.org/about.html>

SSI is a safe, diverse place for people of all backgrounds, religions, and ethnicities.

We have zero tolerance for racism, antisemitism, prejudice, or any other form of discrimination.

D. Conflicting Objectives

Although both SJP-TMU and SSI-TMU engage in advocacy concerning the same geographic region and many of the same events, their missions place them in direct conflict over foundational questions relating to Palestinian liberation, Zionism, Jewish self-determination, the legitimacy and character of the State of Israel, and the rights and historical experiences of Palestinians. SJP-TMU advocates for Palestinian liberation, return, and institutional accountability, including BDS initiatives and opposition to what it characterizes as Israeli occupation, apartheid, and colonialism. SSI-TMU, by contrast, affirms Israel's legitimacy and the Jewish people's right to self-determination in Israel, while promoting education about Israel, dialogue, coexistence, and support for Israel's continued existence as a Jewish democratic state. As a result, the groups frequently view the same events, speakers, slogans, and institutional decisions through opposing political and historical frameworks, producing recurring conflict over campus programming, protest activity, competing claims of safety and discrimination, and the University's institutional response.

PART III: THE SEPTEMBER 19, 2025 DAIS EVENT

The TMU Democracy Forum is a year-round series of talks which engages political leaders, scholars, speakers and thinkers from across the country, in dialogue. They are hosted by the Dais, a public policy and leadership think tank at TMU and are often called “Dais Talks”. They are open to students and the public.

The programme was founded by Martin Regg Cohn, a political columnist in world affairs, a Parliamentary correspondent and Senior Fellow at TMU and the University of Toronto Munk School of Foreign Affairs at the University of Toronto. Speakers have included Prime Minister Justin Trudeau, members of the federal cabinet, provincial premiers, United Nations Ambassador Bob Rae, and Toronto mayors. It has also hosted candidate debates.

The Dais event adopts the TMU Code of Non-Academic Conduct and has its own code under the title of “Community Guidelines,” set out as follows:

By participating in a Dais event, you are agreeing to abide by Toronto Metropolitan University’s Discrimination and Harassment Prevention Policy and the Student Code of Non-Academic Conduct if applicable but also joining us in the shared responsibility to maintain the following standards of respect and inclusion.

Our Shared Commitment: A Safe and Inclusive Environment

At the Dais, we aim to create a safe, inclusive and enriching environment for learning and dialogue. You can expect our team to treat all event attendees with respect and empathy.

We encourage you to ask questions. They should be concise, respectful, and genuinely seeking information.

We invite you to join us in creating a positive atmosphere. Bullying, harassment, discrimination and disrespect have no place in our community. Unacceptable behaviours include:

- Yelling, insults or profanity
- Unwanted attention and sexual advances
- Expressions of bigotry, hatred or prejudice

- Violence, threats and intimidation
- Not following instructions from event hosts

Engaging in these behaviours will result in your removal from the event.

The event planned for September 19 was to be a discussion about Artificial Intelligence. Evan Solomon, the federal minister of A.I., was the guest. Professor Hossein Rahnama, an internationally recognized professor at TMU with a cross appointment to M.I.T., was on the dais with him. It was hoped that this event would showcase the important work in this area being done at TMU, enhance its reputation globally and offer students future employment prospects.

The event took place at the Engineering Building in the Sears Atrium with about 200 people in attendance. There were dignitaries present including a former Lieutenant Governor, a former Mayor of Toronto, the TMU Provost, and senior members of the University administration. There were also student volunteers.

The event began with a welcome by Regg Cohn and a reminder of the Codes of Conduct. As the minister began to speak, a series of disruptions, organized by members of SJP, began. A member of the audience stood up and shouted, “shame on you,” “arms embargo now” and profanity followed. The minister said the person did not need to shout, that he would meet them after the event. He pointed out his staff in attendance and offered to arrange a meeting to discuss their concerns. The person continued to shout for several minutes over the voices of Regg Cohn and the minister, not allowing them to be heard, before security was directed to remove the protester from the auditorium. As soon as that person departed the atrium, another individual stood up to shout and the pattern was repeated. When that individual was shepherded out, the next person stood up and started yelling.

There were about 10 to 12 people who participated in this organized disruption. Many of their faces were covered; some read from scripts. All shouted in the same manner and continued to shout as they were being escorted out. The shouts which continued on their way out included:

- “War criminals”
- “Genocide”

- “May the ghosts of shredded children haunt you”
- “Murderers”
- “Shame”
- “Baby killers”
- “You have blood on your hands”

These shouts were directed at the people on the dais, the Provost, the audience, the administrators present and at the student volunteers. They were described by individuals in attendance at the event as personal, ugly and poisonous. They were also directed at persons individually. For example “F--- you Roberta” (to the Provost), “F---you Toni” (to the V.P. Equity and Inclusion), and “you are a F...ing coward” to both.

This occurred repeatedly until the time for the meeting had been used up. The meeting as planned did not take place.

At one point Professor Rahnema said to the protesters: “TMU is the most open and inclusive democratic organisation we have ever had. I am proud to be here with my name being Hossein to try to talk to the future of this country with AI jobs empowering the next generation.” He was later criticized for being onstage with Zionists.

One of the protesters was described as particularly agitated in the meeting. As she was being escorted out of the auditorium, she was upset and yelling back into the room, “Shame on you TMU.”

Once in the foyer, two security guards asked the protester for her student card. TMU security is provided through Garda World, a private company offering security services. TMU security may require anyone on campus to provide a valid form of identification to prove community status (such as a TMU-issued OneCard) where such information is relevant to the legitimate pursuit of their duties. Because TMU is private property, security personnel have the right to determine who is authorized to be on campus. Security guards have received instructions to ask for community identification and if this is refused then security can require that individual’s removal from the property.

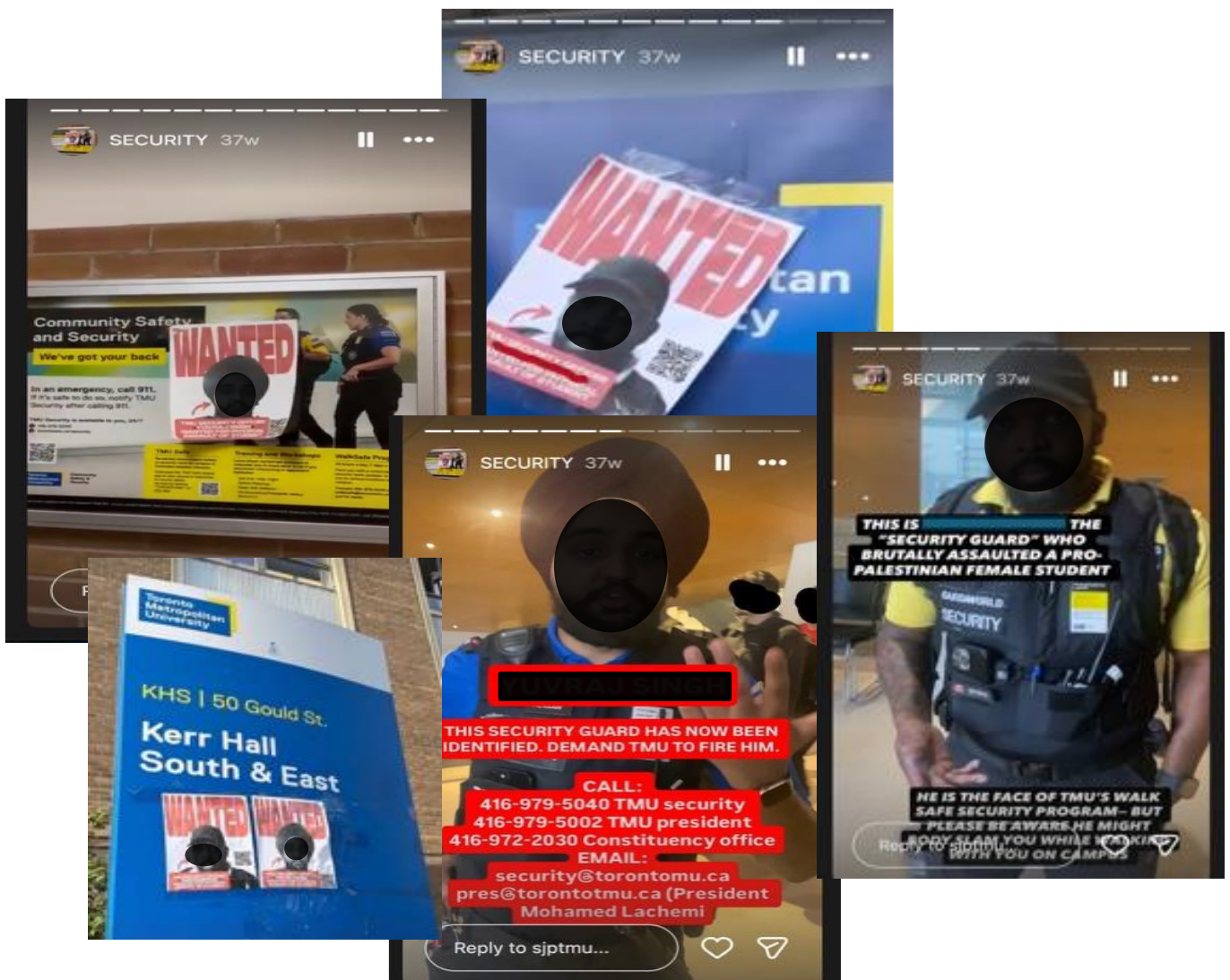
The protester refused to present her identification card and was told by security guards that she would be “trespassed”. (This is a phrase used to denote that a person has not proven they have legitimate business on campus and is trespassing under the Ontario Trespass to Property Act, requiring them to leave campus property.) The protester began to walk away from the exit. Security Guard #1 reminded her to leave. She ignored him and continued to move away from the exit. While yelling at the security guards, she flailed her arms and Security Guard #1 alleges that, while doing so, she hit him in the face with her phone. As a result, he arrested her for assault. While attempting to restrain her, she resisted. He picked her up then, as she continued to flail, took her to the ground, in a manoeuvre referred to as a “takedown.” Assisted by another guard, Security Guard #1 restrained and handcuffed her.

As required, when a security guard makes an arrest, the arrested person was escorted to the TMU security office. A crowd of SJP-TMU students and Faculty for Palestine (F4P) members arrived outside the security office. Toronto Police Services (TPS) were called and the protester faced assault charges.

A video filmed by a TMU student showed the takedown, handcuffing and arrest of the protester for assault. The video was posted by SJP-TMU on social media but only showed the takedown. The posting included the caption, “TMU security brutalizes student.” A few days later, TMU students staged a “walk out” to protest the arrest.

Meanwhile, online threats and “Wanted” posters with the faces of the security guards involved in the arrest were placed around the TMU campus and posted on SJP-TMU’s Instagram reel. SJP-TMU also posted photographs of the security guards with their names, accusations of “brutally assaulting” and “body-slamming” a pro-Palestinian protester and calls to have them fired. Despite the false narrative that they were banned from campus, the security guards did not return to work on campus because they were fearful for their safety.

In the original social media posts, the names, faces, and other identifying information of the security personnel were visible. For the purposes of this Report, that information has been covered to avoid further amplifying or perpetuating the harm caused by the original posts while preserving the evidentiary value of the images.



A. WHAT WE HEARD ABOUT SEPTEMBER 19

For many participants – particularly event organizers, administrators, members of the Dais team, security personnel, and some attendees – the protests that occurred at the September 19 event were described as intentionally obstructive and incompatible with meaningful dialogue. These interviewees characterized the event as having been “hijacked,” emphasizing that repeated interruptions prevented substantive discussion of the scheduled topic and interfered with the ability of attendees to participate. Several described feeling shocked by the disruptions, particularly given the event’s focus on AI, which they did not regard as connected to geopolitical events.

Participants in this group frequently distinguished between protest generally – which many explicitly supported – and protest tactics they viewed as intended to silence speakers or terminate discussion. For these participants, repeated disruption that prevented an event from proceeding crossed a line.

Several organizers and administrators also described the experience as personally unsettling or intimidating, particularly where disruptions included profanity, accusations of complicity in violence, or repeated targeting of named individuals. Some described lasting impacts, including increased security precautions and concern about future events.

Other participants – including faculty members involved in Palestine-related advocacy, some student advocates, and scholars focused on freedom of expression – framed the disruptions differently. These participants generally viewed the protest as part of a broader political context in which students and faculty felt unheard regarding the war in Gaza. While some acknowledged that the protest was disruptive, they emphasized that protest at public events involving political figures is inherently intended to attract attention and may be disruptive. Several participants argued that the significance of the geopolitical moment made protest at an event with a federal minister unsurprising.

For some, the protest reflected frustration with perceived institutional silence, neutrality, or unwillingness to acknowledge Palestinian suffering. These participants often emphasized the emotional context surrounding the protest, including grief, anger, and personal ties to violence in Gaza. Several suggested that protest tactics should be understood in the light of broader feelings of marginalization among pro-Palestinian students and faculty. This group felt that disruptive protest was the only option when other less disruptive tactics had been met with institutional inaction.

Even among participants more sympathetic to protest activity, however, there was not universal endorsement of all tactics. Some distinguished between protest that disrupts and protest that intimidates, while others questioned whether repeated interruptions prevented meaningful engagement or dialogue. As one constitutional scholar said, “They have a right to protest inside the event... But not to stop the event from going forward.”

The university’s security response generated some of the sharpest divisions in testimony with respect to the September 19 event.

Security personnel, university administrators, and several event organizers generally expressed confidence that security acted appropriately given the circumstances. Interviewees in this group emphasized that protesters were allowed to speak briefly before being escorted out and described security staff as attempting to de-escalate rather than immediately remove participants. Several security interviewees described efforts to avoid physical intervention wherever possible and framed the response as proportionate to repeated disruptions. Administrators and security personnel also emphasized that standard security and trespass protocols continued to apply on university property, including requests for identification and authority to remove individuals who refused to comply.

Some participants involved in security planning later questioned whether the event had been insufficiently assessed for risk, particularly given the broader campus context. A number reflected that additional planning, more experienced staffing, or earlier escalation pathways may have altered the outcome.

By contrast, many faculty interviewees, faculty advocates, and student supporters focused heavily on the arrest itself, often describing the response as disproportionate and unnecessarily escalatory. Several participants stated that video of the arrest had

a profound emotional effect on students and faculty, particularly racialized and politically active students and questioned why community-based supports and student care personnel were not more visible to help those who had this reaction. As the Muslim Student Association of TMU wrote, “we believe that the university administration did not meaningfully address this incident and did not offer adequate communication with concerned students.”

The National Council of Canadian Muslims (NCCM) submitted that incidents involving physical restraint, detention, or criminalization of students engaged in Palestine-related advocacy may have impacts extending beyond the immediate event, including fear, distrust toward institutions, reluctance to participate in demonstrations, and concerns regarding surveillance or retaliation. NCCM emphasized that, for some Muslim, Arab, Palestinian, and racialized students, highly publicized security interventions may contribute to perceptions that Palestinian advocacy is treated differently from other forms of political expression.

For some participants, the arrest was emblematic of broader concerns about campus securitization. Many participants critical of the response emphasized that their concerns extended beyond the specific arrest to broader questions about outsourcing security to a private security service, campus culture, training, and the role of private security personnel in student-facing situations.

Several interviewees also expressed frustration with the absence of shared factual understanding after the event. Several participants stated they relied heavily on social media, circulating videos, or informal accounts because the University did not openly communicate about what had occurred. Others cautioned against drawing conclusions from partial video clips, expressing concern that selectively edited footage can provide a slanted or incomplete representation of events in service of a political point.

**B. SEPTEMBER 19 – FINDINGS OF FACT AND
RECOMMENDATIONS TO THE VICE PRESIDENT,
ADMINISTRATION AND OPERATIONS**

1. Relevant Policies and Principles

The Student Code of Non-Academic Conduct provides:

The University recognizes students' right to express themselves and engage in *respectful* debate and discussion. Students have the right to participate in peaceful and lawful assemblies and demonstrations *without harassment*, disruption, or acts of violence in accordance with the University's Statement on Freedom of Speech. (emphasis added.)

The Statement on Freedom of Speech provides:

The right to freedom of speech comes with the responsibility to exercise that right in an atmosphere of free of intimidation and in an environment that supports free speech rights of those with opposing views.

The University may act when speech on campus is used in a way that is itself unlawful or prevents the lawful exercise of free speech by others.

The Statement of Student Rights and Responsibilities provides that students have the right to a learning environment that is:

- free from harassment and discrimination
- characterized by mutual respect and civility
- while safeguarding dissent, is free from interference and disruption.

The Guidelines on Enhancing Community Safety and Inclusivity for Events and Activities on Campus sets out the expectations that apply to all events on campus which include the right of others to be in environments free of discrimination, harassment and a poisoned environment. It includes the prohibition on impeding others' basic rights, including free expression, freedom to assemble, and targeting individuals at their homes, cars, offices, at meetings of university governance, or elsewhere.

**2. *A fair, accurate and impartial account of the events of
September 19 inside the auditorium***

This portion of the report is not presently being made public, in order to protect the integrity and confidentiality of proceedings under TMU's policies.

The protesters shouted over attempts by those on the dais to engage in dialogue and did not comply with repeated requests from the host to allow the event to proceed. Participants at the event were referred to as “baby killers” and “murderers” and protesters repeatedly shouted phrases including “you have blood on your hands.” Some individuals in attendance were personally targeted, identified by name and accused of complicity in genocide.

This portion of the report is not presently being made public, in order to protect the integrity and confidentiality of proceedings under TMU's policies.

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Security personnel inside the auditorium acted with dignity, professionalism and restraint. When escorting disruptors out of the auditorium, they approached individuals with arms outstretched, did not physically touch them, and requested that they leave. No aggression or inappropriate conduct by security personnel inside the event was observed.

The Dais has maintained an Event Disruption Protocol since March 2025, outlining the procedures to be followed in the event of a disruption such as that which occurred on September 19. The protocol recognizes protesters' right to express their views and provides that they should be given an opportunity to speak. However, once they have done so, they are asked to refrain from further disrupting the event. Protesters who are ticketed guests are welcome to remain, provided they take their seats, listen to the speakers, and allow others the opportunity to ask questions. The protocol further states that individuals who continue to disrupt proceedings and refuse to leave voluntarily may be deemed trespassers, at which point security may be asked to escort them from the venue. According to those inside the room on September 19, this protocol was followed during the event. All the protesters ultimately left the room when requested to do so by security, although they varied in the speed of their compliance and degree of agitation.

Following repeated disruptions, Dais events now occur primarily online, with the attendant loss of in-person discussion, audience participation and interaction. This is a loss for the community. The events as originally organized brought together significant speakers on important topics. It was a success and it is disheartening that it did not continue in the same format.

3. *A fair, accurate and impartial account of the arrest*

Minister Solomon had responded calmly and respectfully to the protesters and there were visible efforts by organizers and security to de-escalate the situation. These efforts were ineffective. Security staff escorted protesters out of the auditorium in a professional manner and no inappropriate conduct was observed.

One female protester was described as particularly agitated, both verbally and physically. As she was being escorted out of the room, she continued to shout, using profanities. Once outside the auditorium, she shouted back into the room, including phrases similar to those described above.

Different security guards were posted outside the auditorium. They were instructed to request student identification. If no identification was provided, the person was considered a trespasser and told to leave.

Two Security guards approached her, asking for her identity. She said:

- I don't have to give you anything, F*** you;
- I am a student here and I can do whatever I want.

She then began walking away from the exit. It is possible she may not have known the location of the exit; however, one of the guards appears to have understood her movement away from the exit as a refusal to leave and approached her. She put her arms up and was moving them in a flailing fashion, with her phone in her hand, saying, "don't touch me." At this point the guard had not physically touched her. With her arms up, still flailing, she pushed his chest. According to the guard, she struck him in the face twice with her phone. Whether intentional or inadvertent, the evidence supports that contact was made with the guard's face by the phone.

The security guard picked her up and brought her to the ground to handcuff her. He said she was being arrested for assault. She said, "get off of me, I can't breathe." A person observing told her to stop resisting. The second guard came over to assist, moving her hands to be handcuffed. She was brought – as required – to the campus security office and the police were called.

There are several issues raised by this series of events:

1. The role of private security on campus;

2. The reasonableness of the arrest;
3. The use of force.

The role of security on campus

Some members of campus spoke about the need to rethink security on campus and move away from the “securitization” of campus. They recommend a community-based security council to coordinate with agencies and neighbours to gain more trust, especially with Indigenous and racialized members of the University.

This undoubtedly is an interesting initiative which will require consultation and collaboration. It does not, however, address the need for security in what is now a highly charged emotional situation on campus that, as we will discuss, can turn violent in a moment. TMU policies on asking for identification specifically recognize this:

At Toronto Metropolitan University, our social environment is becoming increasingly complex and sophisticated. Students are becoming more involved in campus politics, are more aware of their rights, and are more willing to question the actions of others. This makes increasing demands on the skills and judgment of campus law enforcement staff. As the community becomes more sophisticated, so must those who protect and police it. As a result, more attention must be paid to being able to justify our actions in a manner that is reasonable to the community we serve.⁹

TMU security guards receive extensive training including “De-escalating potentially violent situations” and education on managing protesters on campus. The events in the auditorium demonstrate security personnel putting that training into practice.

Private security personnel are not police officers. But they do have authority to arrest under the law and TMU policies which provide:

Powers of Arrest

Toronto Metropolitan University security staff are granted their powers of arrest through both federal and provincial laws set out in both the *Criminal Code of Canada* (S. 494) and Ontario’s *Trespass to Property Act*. Copies of both legal materials can be found attached to the procedure as reference for all security staff. It is a basic requirement for all patrol staff to have a

⁹ Security Procedures and Policies, Approaches – Asking for Identification

comprehensive understanding of their powers of arrest. Failure to understand and demonstrate this knowledge may result in disciplinary action.

Decision to Arrest

Before placing any person under arrest, a number of factors must be satisfied. First and foremost, security staff must be able to satisfy that the arrest can be made lawfully. Understanding and implementing either section 494 of the *Criminal Code of Canada* or the *Trespass to Property Act* of Ontario requires that the criminal action being investigated by security staff meets the requirements to effect the arrest. As such, it is the policy of the Manager of Security Operations, that all arrests be approved by the on-duty Shift Supervisor. In exception to this policy, a security staff member may effect the arrest of any individual who has assaulted or has attempted to assault his or herself, witnessed the assault of a community member or a fellow security staff member. Such instances are permitted as management recognizes the time sensitive and safety concern of such a situation.¹⁰

4. *The reasonableness of the arrest*

An arrest is reasonable if it is to “to prevent the continuation or repetition of the offence or the commission of another offence.”¹¹ At the moment of the arrest, the security guard was dealing with two issues. The protester had refused repeated requests to establish her community status and was therefore subject to detention for trespass. The guard was also responding to her non-compliance with lawful directions and to an alleged assault. Based on all these circumstances, the Review concludes that the decision to arrest was reasonable.

5. *The reasonableness of the force*

The issue of the reasonableness of force used in arrest has been the subject of extensive judicial determination. A review of the force used requires a consideration of all the circumstances.

¹⁰ Security Procedures and Policies, Arrest Procedure

¹¹ *R. v. Assante-Mensah*, 2003 SCC 38.

The method of the arrest was a “takedown.” In *Scala v. Toronto Police Service et al*,¹² a person who was non-compliant was taken to the ground in a similar manner. Once on the ground, the person’s hands were pulled out and handcuffed. They were taken directly to the police. The court concluded that the takedown was reasonable because of the non-compliance.

In *R. v. Hussey-Rodrigues*,¹³ the court referred to the need to consider all the circumstances when determining the reasonableness of the arrest:

Detentions and arrests are often dynamic and fluid in nature. This case is a clear example of a fast-paced, dynamic detention which took place over the course of a few minutes. The Supreme Court of Canada has recognized on numerous occasions in the importance of examining the totality of the evidence through the lens of an officer with training and experience, and to resist reflective hindsight. [Citations omitted.]

Given that police are not measured to a standard of perfection, they need not demonstrate that the approach taken was the “correct” one, only that it was based on reasonable grounds, in the totality of the circumstances. Even where the response taken results in significant force used or significant injuries, if the force used was justified in the circumstances, it is not excessive. [Citations omitted.]

While it is possible that the security guard could have avoided the takedown, a reviewing court must guard against over reliance on hindsight but rather consider the dynamics of the situation.

Clearly, that the arrest took place on a university campus where restraint should be exercised is highly relevant. So too is the fact that the security guard was a large male and the student was small female. On balance, however, the guard made reasonable attempts to secure compliance. It was clear from the protester’s words and actions that the security guard’s de-escalation attempts had failed.

The video posted online showed only the takedown with the caption “TMU Security Brutalizes Student.” The posted clip from the video did not show the context that has been described above. Nor did it show the student being brutalized. “Brutalized” does not fairly describe the conduct or its effect. The social media post had the effect

¹² 2021 ONCA 297.

¹³ 2022 ONSC 1569, at paras. 175 and 176.

of increasing animosity, lack of trust and hostility on campus. It gave rise to the false narrative that the student was arrested *because* she had protested.

While the arrest was very upsetting to many, it must be considered in the entire context including the instructions given to the security personnel and the conduct of the person arrested. Once she refused to provide identification, she was trespassing and was required to leave immediately. She was walking away from the exit when the guard approached her without touching her. She had her arms up pushing his chest and her phone made contact with his face.

On a balance of probabilities, the arrest was reasonable and the force was not excessive.

PART IV: THE INVESTIGATION - NOVEMBER 5, 2025

A. Background

Prior to the event in November 2025, SSI-TMU had attempted to book on-campus space at TMU for a similar event. In early April 2025, SSI-TMU planned an event as part of the “Combat on Campus” tour,¹⁴ featuring American-Israeli speakers who had previously served in the Israel Defense Forces (IDF). They were expected to speak about experiences as pro-Israel student advocates and about responding to antisemitism on university campuses.

SSI-TMU organizers reported that TMU denied the request to hold the event on campus, citing safety concerns. TMU’s interim director of community safety and security later described the university’s rationale as stemming from a risk assessment process. He stated that the university anticipated significant controversy and counter-protest activity associated with hosting reservist IDF soldiers or related speakers on campus in the political climate following October 7, 2023. He said the event was assessed as presenting safety and operational concerns that the university did not believe it could safely manage on campus at that time. Student organizers described the decision as occurring close to the planned event date, which prompted them to seek an alternative venue.

Following the denial, SSI-TMU arranged for the event to be held at Hillel Ontario’s space at 415 Yonge Street (referred to by Hillel staff and students as “the Loft”), which serves Jewish student programming connected to TMU and other campuses. 415 Yonge Street is identified on TMU campus maps because TMU leases space in the building, but the Loft is not a space leased or controlled by TMU. The Review heard from many protesters that they viewed this as an on-campus space because it is identified on campus maps, but TMU does not own, rent, or control the Loft.

SSI organizers stated that they had not publicly advertised the location and that access details had been shared privately with attendees. Nevertheless, protesters learned of the venue and gathered outside 415 Yonge Street. The SSI event did

¹⁴ Also called “Triggered: From Combat to Campus”. The SSI website explains: “Triggered: From Combat to Campus is an ongoing speaker tour featuring IDF reservists sharing firsthand stories from October 7th and beyond. The name plays on the irony of campus outrage, where many students were ‘triggered’ not by Hamas’ terror, but by Israel’s defense.”

continue inside the building, but attendees had to be escorted in and out of the building by police and using alternate building access in the back of the building. TMU security provided walk safe services as well because of TMU's presence in the building. Protesters did not enter the building and no physical injuries were reported in connection with this event. After the event, however, SJP-TMU shared images from the gathering on social media. Although some effort was made to obscure faces, individuals remained readily identifiable and those individuals felt exposed to potential harassment.



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¹⁵ The black bars appearing over the students' eyes were included in the original social media post. One SJP representative advised that they were intended to anonymize the students depicted. However, several of the students shown in the image understood the black bars differently, viewing them as threatening when considered alongside the broader imagery and symbolism used in the post. The original image also formed part of a wider campaign in which the photographs were circulated online and reproduced on posters displayed across campus.

B. Initial Submission and Representation of the Event – November 5

1. Early Administrative Back-and-Forth

SSI-TMU formally submitted its request through the ExploreTMU system on October 18, 2025, seeking to host “Combat on Campus” on November 5, 2025 on campus.

The SSI-TMU application described the event as:

...an educational event featuring Chanoch Berman, a 31-year-old Israeli speaker born in the U.S., raised in Israel and worked with the Israeli Ambassador to the U.N. and the World Zionist Organization. The event offers a chance for students to hear firsthand about his experiences, learn about Zionism and leadership with other campus clubs...The event is designed to foster education, dialogue and inter-club connections while highlighting SSI’s ongoing efforts to promote understanding and support for Israel on campus.

In its submission, SSI-TMU described the event as a “cultural” and “educational” discussion featuring a speaker sharing personal experiences, with an expected attendance of approximately 50 people. The application emphasized dialogue, education, and community-building, and indicated that the event would be internal to the TMU community.

Notably, the submission stated that:

- the event would not involve controversial or sensitive issues,
- there were no anticipated risks to community safety,
- there were no external speakers or security concerns,
- and the event would not be upsetting to members of the community.

These representations later became a central issue in the University’s assessment.

Following submission, there was immediate administrative back-and-forth regarding logistics, particularly room availability. On October 20-21, TMU staff

informed SSI that requested spaces were unavailable and redirected the request to other building coordinators.

SSI-TMU, through its president Liat Schwartz, followed up to request alternative rooms, indicating an ongoing attempt to secure space.

At this stage, the interaction appeared routine and focused on logistics rather than risk.

2. Escalation to Risk Assessment

By October 20-21, the request had been flagged for review by the University's Risk Management Office. The internal "Executive Event Assessment Briefing" notes that the office became aware of the event through the ExploreTMU submission and classified it as a "high-risk event."

The risk assessment identified several concerns that diverged significantly from SSI-TMU's original submission. These included:

- the involvement of speakers with ties to the IDF,
- the likelihood of protest activity from pro-Palestinian student groups,
- and broader geopolitical tensions that could heighten reactions to the event.

The assessment also highlighted that a similar event earlier in 2025 had been moved off campus due to safety concerns, suggesting a known pattern. This was a reference to the April event at the Hillel Loft.

3. Concerns Regarding Disclosure and Information Gaps

A significant point of contention in the process was the university's view that SSI-TMU had minimized or omitted key details in its submission.

The risk assessment document explicitly states that the application:

- did not disclose that the speaker had served in the IDF,
- indicated "no" to questions about controversy, external speakers, and safety risks,
- and omitted information that would have been material to assessing risk.

This concern was echoed in internal meeting notes from October 22, which indicate that SSI-TMU had previously been instructed “not to conceal information” and that this issue was being revisited in the context of the new request.

From the University’s perspective, these omissions contributed to a lack of trust in the submission and necessitated further scrutiny.

4. October 30 Meeting

On October 30, SSI-TMU representatives met with university staff, including members of the risk assessment team, to discuss the proposed event. During this meeting, several developments and tensions emerged:

- SSI-TMU disclosed the presence of a second speaker, despite previously indicating that there would only be one.
- The University requested further details about the speakers and the structure of the event.
- SSI-TMU emphasized that the event would be tightly controlled, with attendance limited to known individuals and strict entry requirements.

SSI representatives, including their international leadership, argued that the event was comparable to those held by other campus groups and stated that their intention was to “hold events in a safe manner.”

The discussion became contentious. According to the notes:

- SSI-TMU representatives expressed frustration with prior denials and the booking process.
- Liat Schwartz demanded a detailed explanation if the event were to be denied campus space and criticized the university’s handling of the request.
- University staff indicated that the addition of a second speaker and evolving details required further time for assessment.
- SSI-TMU also requested sufficient notice in the event of a denial to allow time to secure an alternative venue.

This meeting reflects a significant degree of back-and-forth, with both sides attempting to clarify positions but remaining in disagreement over the nature and risk of the event.

5. *Final Risk Determination and Denial*

Following continued assessment, the University formally denied the event on November 3, 2025. The official statement, as recorded in the risk assessment briefing, reads:

“This request is denied... a significant concern for the safety and security of the University community remains. For these reasons, we cannot provide TMU resources to host this event on campus.”

The briefing identifies multiple contributing factors to this decision:

- Anticipated protests, including prior demonstrations at similar events.
- Evidence that student groups (e.g., SJP) were already aware of and concerned about the event.
- The presence of high-profile speakers associated with the IDF and Israeli government institutions.
- Insufficient time to arrange adequate security, including paid-duty police officers.
- Broader contextual factors, including heightened geopolitical tensions and recent protests on campus.

C. *The November 5 Event*

Having been denied space on TMU campus, SSI rented a meeting room from Luke Chao the owner of a business at 49 Elm Street, The Morpheus Clinic for Hypnosis. It is mere steps from the campus. The organizers were careful to keep the location secret and disclosed it only to a curated list of members of SSI.

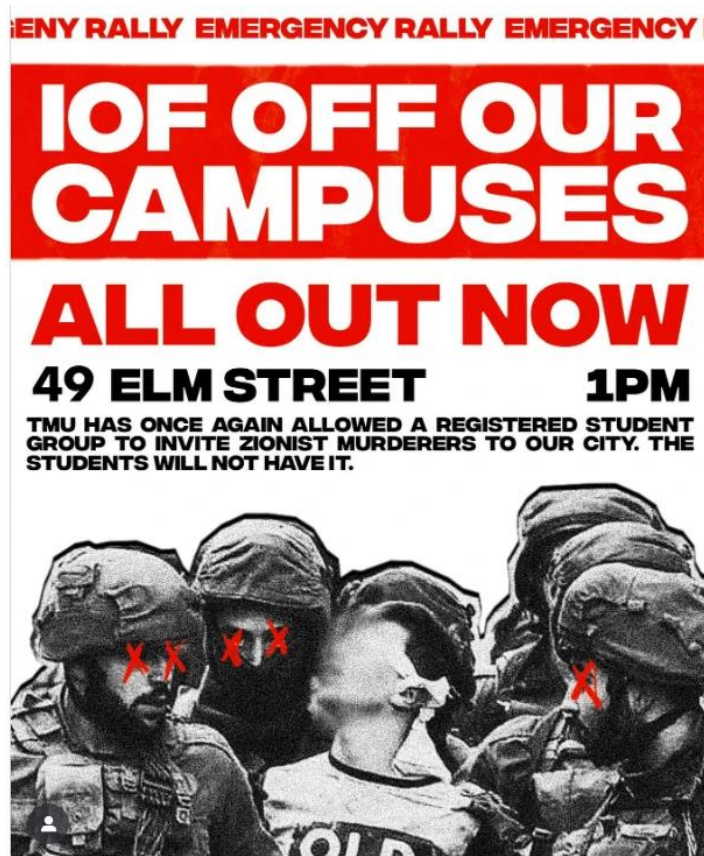
The featured speakers were two reservist IDF soldiers. The primary speaker was Jonathan Karten, a businessman with offices in Tel Aviv and Toronto. In keeping with the model for the tour as planned by SSI international, he and the other speaker

were to talk about life in Israel and lead a discussion. The organizers of the event described its purpose:

Our event was to include dialogue, even with students of different backgrounds. We had three Muslim TMU students planning to attend, listen and participate.

The meeting was to start at 1:30 pm.

Hours before the event, SJP-TMU became aware of the meeting and posted on Instagram along with other groups.¹⁶ The message said, “ALL OUT, EMERGENCY RALLY” and “WAR CRIMINALS WILL NEVER BE WELCOME IN OUR COMMUNITIES. SHOW UP NOW.” They sent out a general call to come to the venue at 1pm. The flyer that was circulated on social media referred to “ZIONIST MURDERERS.”



¹⁶ Including U of T Occupy for Palestine, Palestinian Youth Movement Toronto, Toronto 4 Palestine and York University Palestine Collective.

As SSI organizers and Jonathan Karten arrived to set up for the meeting around 1 p.m., five protesters followed them into the premises. The protesters first entered through glass doors that separated the building's foyer from the clinic's waiting room. Two protesters then went through a further glass door into the small lecture room where the talk was to take place and where some SSI-TMU members were gathered. Their faces were covered and wrapped in keffiyehs. They screamed "Free Palestine," "IOF off our campus," and "Shame, shame IOF, shame, shame SSI."¹⁷ Three more protesters stood in the clinic's waiting room, looking in through the lecture room's now closed glass door. It was apparent that they were trying to get in. Karten and SSI-TMU members were inside the closed lecture room with two yelling protesters with more protesters with face coverings standing between them and the exit of the building. Karten told them to leave repeatedly, but they continued shouting and refused to leave.

Moments later, the glass door separating the lecture room from the waiting room shattered inward to the lecture room where Karten, some SSI-TMU members and two protesters were standing. SJP-supporters contend that Karten broke the glass and injured himself when he jumped through the broken door. We do not accept that Karten broke the door. The glass was pushed inward when he was attempting to get the protesters inside the lecture space to leave. SSI-TMU and Karten say that a protester caused the damage. A drill bit was later found on the ground outside the lecture room where the protesters had been gathered near the door that was shattered.

As the glass door shattered, Chao, who had been with a client, emerged from his office and said, "Get out."

Amid the shouting – calls for protesters to leave, demands to call 911, and pro-Palestine chants – one protester yelled, "war criminal, genocide." Karten responded, "You are all being brainwashed. I was there. We are not war criminals. I went to defend civilians. I put my life on the line to differentiate between civilians and combatants."

¹⁷ They use "IOF" rather than IDF to signify "Israel Offensive Forces" instead of Israel Defence Forces.

Meanwhile the group of protesters outside the building on Yonge Street had gotten larger and was trying to get into the Morpheus Clinic space. The crowd was yelling and becoming unruly.

Karten's arm had been cut by the broken glass of the door and was bleeding. After the door was shattered, he climbed through the opening in an effort to remove the protesters from the waiting room. He repeatedly directed them to leave, but they ignored him. After obtaining Chao's permission to remove them from the clinic space, Karten proceeded to push them out. As they resisted his efforts, he continued pushing them toward the exit with his hands on their backs. SJP supporters claimed that protesters were assaulted by Karten and that was the only violence that occurred. All the evidence points to the contrary, including that of the independent witness, Chao.

Chao tried to speak to the protesters saying, "Please leave, I have nothing to do with this. You're hurting innocent people."

Karten secured the door that stood between the waiting room and the building's foyer to prevent more protesters from entering. Protesters stood in the building's foyer, banging on the clinic's glass windows and door, continuing to yell and scream.

At 1:13 pm, police responded to a call reporting "Unknown Trouble" and arrived to remove individuals from the premises. An SSI video shows officers blocking the building entrance as protesters were still attempting to enter.

As police presence increased outside, protesters dispersed. Officers followed and arrested five people at the College subway station. At 1:58 pm, the TTC announced that trains were not stopping at College Station "due to a security incident."

Photos from SJP-TMU depict protesters being pinned to the ground while being arrested. TPS alleged that people attempted to obstruct officers during the arrest process, and while attempting to prevent an arrest, an individual assaulted an officer.

The treatment of protesters by TPS following the event falls outside the scope of this Review. Nevertheless, several participants described the experience as deeply distressing and expressed significant concern regarding their interactions with police after leaving the protest area. Some reported being followed and corralled by officers at College subway station while attempting to leave, alleging that police used

excessive force to move crowds, including pushing individuals in confined spaces and making arrests without clear explanation. Protesters interviewed for this Review expressed strong dissatisfaction with their treatment by TPS and, in some cases, reported lasting emotional and academic impacts following the incident.

Service resumed at College Station at 2:02 pm.

Multiple people were hospitalized, including Karten (who suffered cuts from the broken glass door), members of SSI, eight protesters, and an attendee who arrived after the disruption and had a seizure from stress.

TPS announced that a 22-year-old and a 25-year-old were charged with forcible entry, unlawful assembly, and obstruction of a peace officer, while a 23-year-old was charged with forcible entry and unlawful assembly. A 29-year-old was arrested for obstruction and assault of a peace officer, and a 21-year-old was charged with obstruction of a peace officer. These charges were subsequently upgraded for four individuals. The revised charges include unlawful assembly, riot while masked and public incitement of hatred. The accused were initially charged individually. The restructured charges consolidated the charges into a single document signifying a group action.

The speaking event did not take place. At about 2 pm that afternoon, SJP posted:

We have dispersed. Stay tuned for a statement. Our universities refuse to hold war criminals accountable. We will hold them accountable.

SJP characterized the situation as “CANADIAN STUDENTS ADVOCATING FOR PALESTINE ATTACKED BY ISRAELI SOLDIERS AND TPS.” The Review was repeatedly told by SJP-TMU and F4P that the SJP students were “brutalized.” The Muslim Student Association of TMU wrote the Review that “Students protesting the event were subjected to Islamophobic and misogynistic slurs, physical aggression, and violence at the hands of [the speakers].” The Palestinian Youth Movement wrote that the protesters were “violently assaulted by a soldier of a foreign military force” and then “blamed for the very violence inflicted upon them.” The Legal Centre for Palestine labelled the conduct of the IDF soldiers “criminal” and raised concerns about “TMU focusing an investigation on the student protestors rather than the

violent treatment of the students by the SSI invitees and the Toronto Police Services.” As explained above, we reject this characterization of events.

SSI paid for repairs to the door of the premises.

D. What We Heard About November 5

The November 5 off-campus incident was widely viewed as connected to broader campus tensions regarding Israel, Palestine, protest, and institutional responsibility. Participants frequently interpreted the University’s handling of November 5 through the lens of concerns already heightened by September 19 and other earlier incidents.

Interviewees differed significantly in their interpretation of the University’s decision to deny campus space for SSI’s November 5 event.

University administrators and security personnel generally described the decision as grounded in risk assessment and safety concerns. Participants in this group emphasized concerns about event transparency, anticipated attendance, and prior experiences involving similar speakers. Several described the decision as an effort to prevent foreseeable safety risks and maintain campus order rather than an attempt to regulate political viewpoint. Interviewees often emphasized that the University’s general approach is to facilitate student events where possible, but that exceptional circumstances sometimes require restrictions or alternative arrangements.

Some Jewish student representatives and faculty members interpreted the decision differently. Several argued that denying space to a recognized student group because of anticipated protest effectively rewarded disruption and created inequitable access to university resources. Some contended that moving the event off campus reduced available protections, increased risks to participants, and contributed indirectly to later harms. Participants in this group often argued that controversial speech should be accommodated through enhanced safety planning and enforcement of its Codes of Conduct rather than venue denial.

Others viewed the decision as appropriate or necessary. Some faculty members and pro-Palestinian participants argued that hosting active or former military personnel associated with an ongoing conflict would foreseeably heighten tensions and cause profound distress for affected students. Several described such speakers not merely as politically controversial, but as representatives of institutions they believed were

responsible for grave human rights abuses, violence against civilians, or the deaths or suffering of family members and communities abroad. In their view, providing such individuals with a university platform risked conferring legitimacy, normalization, or institutional endorsement on conduct they regarded as unlawful, deeply harmful, and a form of propaganda and recruitment.

E. The Complaint: Findings and Recommendations to the Vice Provost, Students

This portion of the report is not presently being made public, in order to protect the integrity and confidentiality of proceedings under TMU's policies.

PART V: THE ENVIRONMENT: WHAT WE HEARD

A. Freedom of Expression, Protest, and the Limits of Disruption

“Discourse can never be brought to an end without moving from democracy to authoritarianism. The majority can't shut down what it doesn't like... The point is to listen to each other... ultimately, democracy is about listening to each other.” – Professor Jim Turk, Director of the Centre for Free Expression at TMU

“The campus is the right place to have difficult discussions. But we have to do it with civility and respect.” – Toni De Mello, Vice-President, Equity and Community Inclusion

Questions about freedom of expression emerged repeatedly and often served as the lens through which participants interpreted both the September 19 and November 5 incidents.

Many participants emphasized that universities occupy a distinctive role as places where controversial ideas, political disagreement, and protest must be protected. Participants frequently described discomfort, disagreement, and even disruption as unavoidable features of university life. Several emphasized that students must retain opportunities to challenge authority, confront public officials, and protest institutional decisions. For these interviewees, efforts to suppress protest risked undermining core academic values and discouraging civic engagement.

Some interviewees, particularly those with expertise in freedom of expression, stressed the importance of content-neutral approaches to regulation. These participants argued that universities should focus on conduct rather than viewpoint and distinguish between protest that draws attention and protest that prevents others from speaking or listening, explaining that the former is protected, while the latter is not. Several suggested that universities require clearer “time, place, and manner” expectations that preserve expressive freedom while protecting the university’s educational mission.

However, many participants argued that recent events reflected a breakdown in norms governing disagreement. Administrators, some faculty, Jewish student and faculty representatives, and event organizers frequently described conduct they experienced as crossing from protest into intimidation, harassment, or attempts to silence participation. Interviewees in this group pointed to repeated event disruptions, aggressive confrontations, social media targeting, doxxing, hostile language, and personal accusations directed at identifiable individuals. Some stated that these dynamics had produced self-censorship, fear, or withdrawal from campus participation.

Many Jewish faculty, students, and community representatives described feeling increasingly unsafe or marginalized following October 7, 2023. Several described avoiding visible expressions of Jewish identity, limiting participation in campus events, or hesitating to speak publicly about Israel or antisemitism. A recurring theme was concern that antisemitism was insufficiently acknowledged institutionally or was too readily dismissed as merely political disagreement.

Many Palestinian, Arab, Muslim, and pro-Palestinian participants described a parallel experience of fear, exclusion, and marginalization. Several described grief and trauma connected to events in Gaza, frustration with institutional neutrality, and concern that criticism of Israel was too readily conflated with antisemitism. Some reported concern about surveillance or disciplinary consequences, and a belief that Palestinian perspectives were treated differently from other human rights concerns.

The Review was told by some interview subjects that we should avoid “both sides-ing” or equating in any way the experience of the groups that are the subject of this Review. However, it must be said that a striking feature of the interviews was that many participants – despite holding opposing views – described similar feelings of vulnerability, mistrust, and exclusion. Different groups often interpreted the same institutional decisions as evidence that the University was failing to protect them.

B. Safety, Security, and the Appropriate Institutional Response

Questions regarding safety, security, and institutional responsibility emerged consistently throughout the interviews and revealed substantial disagreement about what occurred during the arrest after the September 19 event as well as the University’s broader approach to managing risk, protest, and community well-being.

While participants generally agreed that universities must maintain safe environments and support expressive activity, they differed significantly in how these objectives should be balanced and operationalized.

1. *Divergent Understandings of Safety*

Many participants emphasized that safety at a university extends beyond physical security and includes the ability to participate in academic and community life without intimidation, harassment, or fear of retaliation. However, interviewees differed sharply on what constitutes intimidation and whose safety they believed had been insufficiently protected.

University leaders, event organizers, security personnel, and many Jewish faculty and student representatives often emphasized concerns about escalating protest tactics, repeated disruptions, personal targeting of administrators or event participants, and online harassment. Several described an atmosphere of unpredictability and concern that confrontational tactics were becoming normalized. Participants in this group frequently framed safety concerns in terms of both physical vulnerability and the erosion of conditions necessary for learning, dialogue, and participation in campus life. Some described becoming reluctant to attend events, speak publicly, or visibly identify themselves as belonging to a particular group.

Many faculty members, student advocates, and pro-Palestinian participants described a different set of safety concerns. These participants frequently emphasized experiences of surveillance, criminalization, and disproportionate scrutiny directed at student protesters and racialized communities. Several questioned whether campus responses relied too heavily on security personnel and enforcement mechanisms at the expense of dialogue, care, and de-escalation. For these participants, the September 19 arrest became symbolic of broader anxieties regarding securitization, policing, and unequal treatment of political expression. A common misconception was that the student was arrested on September 19 because she was protesting, not because of other conduct. Some described fear not of protest activity itself, but of institutional responses to dissent.

Across interviews, participants frequently distinguished between feeling unsafe and being unsafe, although there was little agreement regarding where this distinction should be drawn. Several interviewees cautioned that universities risk undermining

expressive freedom if discomfort alone becomes grounds for restricting activity. Others argued that repeated intimidation, targeting, or aggressive disruption should not be minimized simply because it falls short of physical violence. Some suggested speech should not be allowed at all when it makes them “feel” unsafe. However, many participants emphasized that subjective discomfort alone cannot become the standard for restricting lawful expression or determining who may speak on campus.

2. *Competing Models of Campus Safety*

The interviews revealed fundamentally different conceptions of campus safety and institutional responsibility.

Some participants supported a more traditional safety model emphasizing risk assessment, professional security responses, clear behavioural expectations, and consistent enforcement of policies governing events and conduct. Interviewees holding this perspective often stressed the importance of maintaining predictable institutional boundaries and ensuring that university spaces remain accessible to all community members, including those whose views may be unpopular or contested. Several expressed concern that inconsistent enforcement risks normalizing increasingly disruptive conduct and undermining confidence in institutional processes.

Others advocated for what several participants described as a “community safety model.” Faculty members, student-support professionals, and some equity-focused participants argued that campus safety should be shared across multiple institutional actors – including faculty, student services, unions, equity offices, and community organizations – rather than centered primarily on security personnel. Participants supporting this approach frequently recommended greater use of preventative strategies, protest liaison roles, dialogue-based interventions, and more collaborative planning with student groups and campus stakeholders. Several suggested that security personnel should be viewed as one component of a broader safety ecosystem rather than the university’s primary response mechanism.

Many participants who advanced this perspective also emphasized TMU’s distinctive context as a large urban campus embedded within a diverse downtown environment. Some questioned whether conventional approaches to institutional control are realistic or desirable in such a setting and instead advocated stronger

relationships with surrounding community organizations and more inclusive definitions of who constitutes the university community.

3. *Event Planning, Risk Assessment, and Security Capacity*

Participants broadly agreed that the September 19 event was assessed as relatively low risk prior to the event and that organizers did not anticipate the extent of disruption that occurred. Several organizers and administrators stated that the event's focus on artificial intelligence, combined with the guest speaker's ministerial portfolio, did not initially appear likely to provoke protest connected to geopolitical tensions. Some acknowledged, however, that hindsight raised questions about whether sufficient attention had been paid to the broader campus context and recent patterns of disruption.

Security personnel and administrators described formal event risk assessment processes, including review mechanisms tied to room bookings, executive briefings where appropriate, and consultation regarding higher-risk events. Following September 19, several participants described procedural adjustments, including stronger registration verification, revised event planning practices, and heightened vigilance regarding guest speakers or politically sensitive topics.

Others questioned whether the University's approach to risk assessment was sufficiently dynamic or responsive to changing campus conditions. Some participants argued that the broader climate following October 7, 2023 should have informed planning assumptions regardless of an event's topic. Others suggested that more active engagement with student organizers, protest marshals, or community intermediaries might have reduced escalation risks.

One risk assessor spoke about the ongoing risk when SSI-TMU has an event. When asked if there is a similar assessment with respect to SJP events, the answer was: "They typically just show up to protest."

4. *Off-Campus Limits and Institutional Jurisdiction*

Several participants highlighted challenges arising from events occurring near – but not on – campus, particularly with respect to the November 5 incident. University leaders and security personnel frequently emphasized the limits of institutional jurisdiction, noting that campus security lacks authority off university property and

that police, rather than university personnel, become the relevant responders in such settings. Some administrators expressed concern that distinctions between on-campus and off-campus events were not always understood or accepted by community members.

Other participants argued that jurisdictional distinctions did not fully resolve questions of institutional responsibility. Some faculty and student advocates suggested that events closely tied to University groups, even when off campus, continue to affect campus climate and student well-being. Some participants felt that focusing only on whether the event was held off campus fails to account for the impact the event had on students who felt harmed, threatened, or affected by its subject matter.

C. Campus Climate and Community Impacts Since October 7, 2023

Although the Review was prompted by specific incidents, many participants viewed September 19 and November 5 as manifestations of broader tensions that have reshaped campus life since October 7, 2023. Interviewees repeatedly described a university community experiencing heightened polarization, mutual mistrust, emotional exhaustion, and uncertainty about the standards of conduct expected within the University. Across interviews, participants frequently emphasized that campus tensions could not be understood in isolation from the ongoing violence in Israel and Gaza and the personal connections many members of the university community have to those events.

1. Experiences of Jewish Students, Faculty, and Staff

“I felt unsafe going to my classes and being in a learning environment.” – SSI-TMU representative

“Jews cannot self-identify safely.” – Jewish faculty member

“A lot of us, in a way, have gone underground.” – Jewish Faculty member

Many Jewish-identifying participants described a significant deterioration in their sense of belonging, safety, or institutional support since October 2023. Several reported becoming less comfortable expressing Jewish identity publicly, attending campus events, or engaging openly in conversations relating to Israel or

antisemitism. Participants described concerns about antisemitic comments, hostility directed at Jewish identity and Zionism, harassment and physical intimidation.

A recurring theme among many Jewish participants was concern that antisemitism is not recognized or addressed institutionally. Several argued that expressions directed toward Zionists or Israel cannot always be neatly separated from Jewish identity and viewed some protest activity as crossing into hostility toward Jews more broadly. Some participants expressed frustration with what they perceived as inconsistent institutional responses or reluctance to acknowledge antisemitism explicitly. Others raised concerns about withdrawing from campus activities, losing confidence in University processes, or becoming reluctant to speak openly in academic and professional settings because of their Jewish identity.

Several participants also described practical consequences extending beyond campus climate. Concerns were raised regarding recruitment challenges in the medical school, reduced participation in university activities, and the possibility that faculty, students, or external partners may reconsider their affiliation with the institution if tensions remain unresolved.

Importantly, however, Jewish perspectives were not monolithic. Some Jewish faculty (including members of the TMU chapter of the Jewish Faculty Network) and staff emphasized the importance of preserving space for criticism of Israeli state policy and cautioned against equating all anti-Zionist expression with antisemitism. Some also expressed concern that adoption of the International Holocaust Remembrance Alliance (IHRA) definition of antisemitism could discourage open criticism of Israeli government actions or create uncertainty about the boundaries of legitimate political expression. They noted that many Jewish academics do not believe their Jewish identity should be equated with support for the policies of the Israeli government and reported that some colleagues feel hesitant to express their political views for fear of being accused of antisemitism. They emphasized that Jewish communities hold a wide range of views and cautioned against treating any single organization or political perspective as representative of all Jews.

The Review also heard from Jewish students whose perspectives differed markedly from those of many other Jewish participants. Some described feeling accepted by their peers on campus and stated that they did not personally experience fear or antisemitism. Instead, they expressed concern that they would be associated with

Zionist organizations or political positions they strongly rejected and described feeling isolated within Jewish communal spaces because of their anti-Zionist views. As one participant stated: “I love my religion. I love being Jewish... But, being an anti-Zionist Jew means being unable to participate in Jewish life on campus.” These accounts reflected the profound disagreements within the Jewish community itself about Israel, Zionism, and the current conflict.

2. Experiences of Palestinian, Arab, Muslim, and Pro-Palestinian Communities

“The cops can’t help me. The security can’t help me. I don’t know who can, truly.” – Muslim student

“Much of the community would self-censor out of fear, and when they did, they felt deep guilt and shame as being a bad ally or a bad Palestinian or a bad Arab because they were too afraid to speak out.” – Arab Canadian Lawyers Association

“[What happened on September 19] was a symptom of a larger issue of TMU neglecting their students, and refusing to answer their students, and mobilizing different avenues, like security, to criminalize their students, and suppress pro-Palestine students, and rightful dissent.” – Palestinian student

For many Palestinian, Arab, Muslim, and Lebanese participants, the events at TMU unfolded against the background of Israel’s military operations in Gaza and Lebanon and its continuing occupation of the Palestinian territories. Participants described relatives who had been killed, injured, detained, or displaced; homes and entire neighbourhoods destroyed; and universities, hospitals, schools, and other civilian infrastructure damaged or destroyed. Many viewed these events as involving grave violations of international law and human rights, including allegations of genocide, apartheid, unlawful occupation, attacks on civilians and civilian infrastructure, arbitrary detention, torture, and sexual and gender-based violence. Participants noted that these issues have been the subject of findings, investigations, and proceedings before international courts, United Nations bodies, and human rights organizations.

Many Palestinian, Arab, Muslim, and pro-Palestinian participants described experiences of grief, fear, and alienation. Several interviewees shared deeply personal accounts of family loss, displacement, or emotional trauma connected to

the war in Gaza. Participants frequently described frustration with what they perceived as insufficient acknowledgment by TMU of Palestinian suffering and concern that expressions of solidarity with Palestinians were often viewed through a security or disciplinary lens.

A recurring concern among these participants was the belief that criticism of Israeli government actions is too readily characterized as antisemitic, creating hesitation around political expression and advocacy. Several interviewees described experiences of self-censorship, concern about professional consequences, or fear that activism might jeopardize academic or employment opportunities. As the Muslim Student Association of TMU wrote, “many students now fear that they will be punished [by] law enforcement and university staff for political expression [and] participation in lawful protest.”

Several participants also expressed concerns regarding differential treatment of student groups, event approvals, and protest responses. Many expressed a perception that pro-Palestinian students faced a greater likelihood of police involvement, arrest or disciplinary action than students engaged in other forms of activism. One pro-Palestinian event was described by numerous participants, at which a masked individual with a Magen Herut (a private security group) insignia attended and filmed participants, which they found highly threatening. When this was reported to administration, students and faculty felt they received excuses rather than support.

Participants from this perspective describe experiences of marginalization and securitization on campus. In relation to protest activity, one faculty member characterized the University’s response as treating community members “as if we were outsiders,” with a reliance on security measures that contributed to fear and mistrust. Another faculty member characterized the September and November events, in which protest activity led to physical restraint, police involvement, and arrests, as disproportionate and reflective of a broader pattern in how TMU engages with pro-Palestinian expression. Several participants – students, faculty, and staff – described leaving these encounters feeling “criminalized,” surveilled, or viewed primarily through a security lens rather than community members engaged in political expression. One student described feeling “criminalized just leaving that space” following the September 19 event because of the involvement and number of security guards. Others reported that security and/or police appear to attend any SJP

event, which contributes to heightened anxiety and reluctance to participate in future campus activities.

Several participants described a belief that campus responses to demonstrations, complaints, and student conduct differed depending on the political nature of the expression involved. Some characterized this as a form of anti-Palestinian racism or selective institutional responsiveness, while others described a broader sense that Palestinian, Arab, and Muslim concerns were not acknowledged with urgency equal to other those of other groups. As one student participant explained, “we just want to be treated like everybody else,” describing frustration with what they viewed as inconsistent application of university policies and processes.

Palestinian and pro-Palestinian participants describe a campus environment in which their experiences are shaped by grief and political urgency. For some, engagement with the issue intensified following October 7, 2023. One faculty member describes this as a “late arrival” into the subject, prompting a process of learning, teaching, and advocacy that was not always readily accepted by TMU administration, including resistance to the use of terms such as “genocide.” Others emphasized that their advocacy is grounded in personal and familial experience, describing profound loss, ongoing trauma, and a sense of responsibility to speak publicly. One faculty member described the period following October 7 as “tremendously heavy,” reflecting on the destruction of places in Gaza central to his family, memory and identity. He described being told that his speech was “too political” to continue in an administrative role and expressed frustration that TMU’s commitment to social justice appeared, in his view, to permit discussion of some forms of oppression while treating expressions of Palestinian grief and personal experience differently: “this is not my political opinion, this is my personal experience. Why is it when it comes to my personal experience and my people, I’m supposed to be quiet and silent?”

Participants also described repeated attempts to engage University leadership through meetings, correspondence, and organized dialogue efforts, though many expressed frustration with the results. Several students described putting forward formal agendas, participating in meetings, and articulating specific requests related to student wellbeing, safety, and institutional recognition of the pro-Palestinian cause. One participant stated that students had “tried time and time again to solve these things and to have open communication [with administration],” while another

described being met with “a brick wall in terms of communication.” Several participants described a perception that university responses were often delayed, limited, bureaucratic, or procedural rather than attentive to the concerns and experiences of those affected, contributing to a broader erosion of trust. This Review was used as an example by a number of participants, who thought that events at issue in this Review should have been considered and dealt with promptly by TMU administration rather than “passing the buck” and delaying resolution.

A recurring theme in testimony was fear of reprisal, surveillance, or professional consequence associated with speaking publicly about Palestine. One faculty participant described believing that he was denied an anticipated promotion after being told that his social media posts concerning his family’s experiences in Gaza were viewed as overly political. Some participants described hesitating to openly identify as pro-Palestinian or to publicly express political views because of concerns about reputational, academic, or professional consequences. One faculty participant described longstanding reluctance to publicly identify as Palestinian because of a belief that doing so could be “career ending,” while representatives of the Muslim Employee Community Network described growing self-censorship, disengagement, and reluctance to report incidents because of diminished confidence in institutional response. Similarly, one advocate reported hearing repeatedly from students who feared that “everything you say will be used against you in some way,” contributing to reluctance to participate in formal processes, including this Review.

3. Visibility of Pro-Palestinian Perspectives

The Review heard that the pro-Palestinian perspective is experienced by many as the dominant viewpoint on campus. Participants described this perspective as widely accepted within the University community as the progressive or “morally authoritative” position, influencing academic, social, and institutional discussions. Several faculty and staff expressed the view that this dominance is reflected in formal and informal structures, including faculty association communications, which were described as frequently supporting pro-Palestinian perspectives and, at times, using language that some Jewish community members viewed as anti-Israeli or exclusionary. Others noted that pro-Palestinian activism is highly organized and visible on campus, characterized by frequent demonstrations, rallies, and public events.

This dynamic was also described as extending into the classroom. Some participants reported that course content and discussion – at times in disciplines not directly related to the subject matter – had incorporated strongly pro-Palestinian framing, contributing to a perception that alternative perspectives were less welcome or more difficult to express. One faculty member recounted a teaching conference session where faculty were encouraged to discuss Gaza in their classes regardless of subject expertise, which she opposed on the grounds of academic integrity and potential bias. Some students expressed concern that courses they expected to focus on a particular academic subject increasingly incorporated political perspectives that they viewed as unrelated to the course's stated objectives. Several described classroom materials and discussions as presenting a predominantly one-sided perspective on issues related to Israel and Palestine and reported feeling reluctant to express disagreement for fear of academic, social, or professional consequences.

4. *Shared Themes Across Communities*

Despite profound political disagreements, many participants described remarkably similar emotional experiences resulting from their experiences on campus. Across interviews, individuals from different communities described fear, exhaustion, loneliness, mistrust, and diminished confidence in institutional processes. Multiple participants described self-censorship and reluctance to engage publicly on issues related to Israel and Palestine for fear of reputational or professional consequences. Several reported withdrawing from events, conversations, or leadership opportunities out of concern that they would be personally targeted.

Many interviewees, regardless of political perspective, described declining trust in TMU leadership and a growing sense that disagreement is becoming harder to navigate within the university community.

Several interviewees also emphasized concern about students. Faculty, administrators, and student-support professionals repeatedly described worry about the emotional toll of sustained geopolitical conflict on students already navigating academic, financial, and mental health pressures. Many expressed concern that students are increasingly inheriting polarized public debates and are not receiving enough support to engage with disagreement constructively.

D. Protest

A recurring concern raised by many participants – particularly Jewish students, staff, faculty, and senior administrators – was the way some protest activity was conducted on campus. Many participants described protest, including disruptive protest, as a legitimate and important part of university life. However, a consistent theme in testimony was that certain tactics were experienced as personal, intimidating, and inconsistent with a campus environment in which all members of the community should be able to participate without fear. Jewish participants frequently distinguished between criticism of Israeli government policy and conduct directed at individuals, organizations, or spaces because of their perceived association with Jewish identity or Zionism. Several administrators similarly described being the focus of sustained public confrontation, filming, public shaming, and public denunciation.

Examples raised by participants in the Review extended beyond the September 19 and November 5 events and included a range of demonstrations, disruptions, and protest-related activity described as contributing to a climate of fear, intimidation, and heightened polarization:

- **March 2024** – During “Israel Apartheid Week,” protest activity on campus included signage stating “ZIONISM OFF OUR CAMPUS,” imagery and messaging that was also shared through SJP-TMU’s social media channels.
- **April 30, 2024** – An “emergency protest” took place on campus during which demonstrators displayed messaging including “ZIONISM OFF OUR CAMPUS.” A group of protesters entered and disrupted a University Board of Governors meeting, portions of which were livestreamed through SJP-TMU’s Instagram account.
- **August 29, 2024** – During TMU’s orientation week clubs fair, Hillel-TMU hosted an information table for incoming students.²¹ SJP-affiliated demonstrators positioned themselves directly across from the Hillel table,

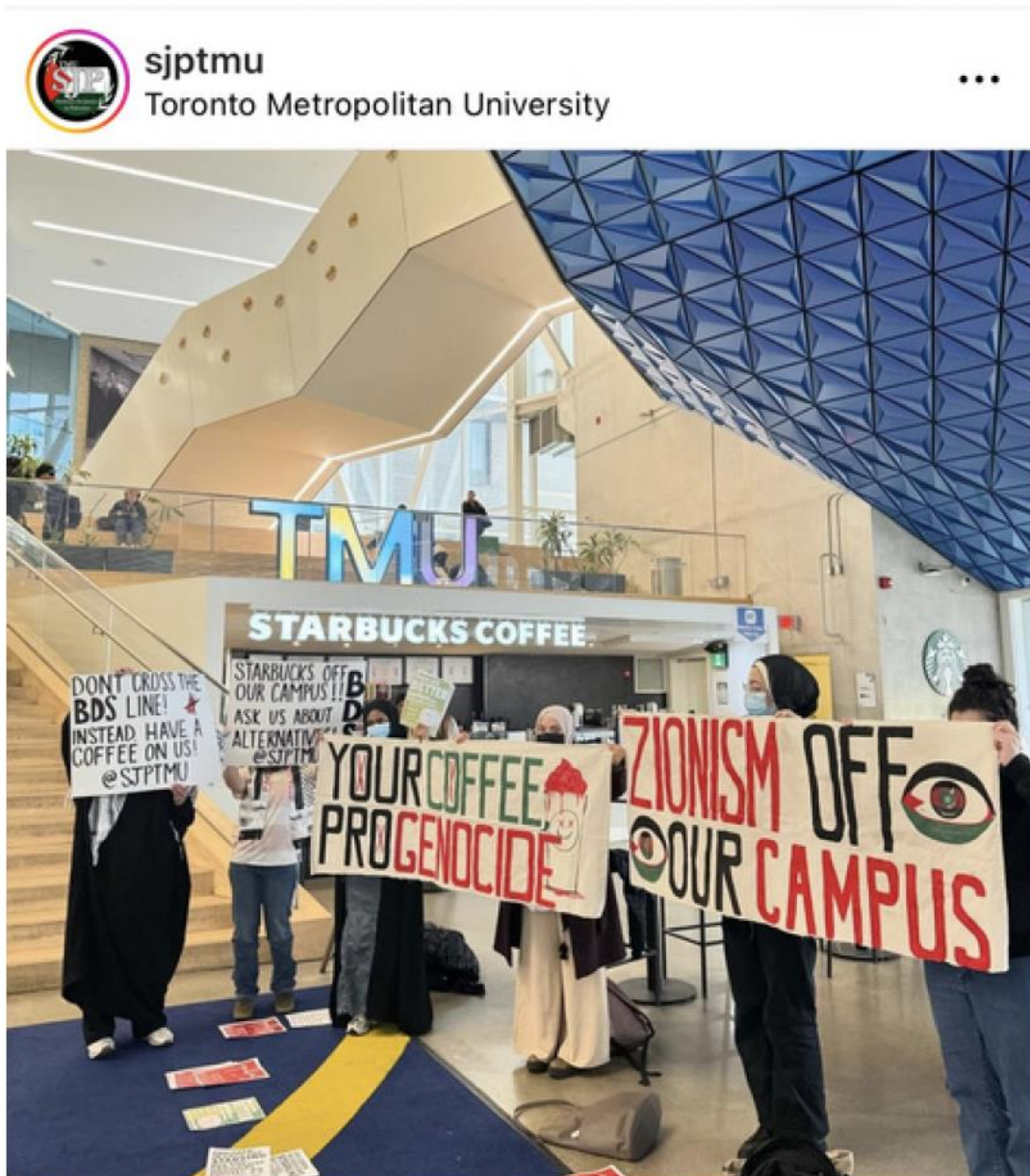
²¹ “Tabling” refers to setting up a booth or table in high-traffic campus areas where student organizations and university departments interact with students. Student groups use tabling to showcase their clubs and collect sign-up emails to build their membership.

carrying banners reading “ZIONISM OFF OUR CAMPUS” and using a megaphone while new students were engaging with Hillel representatives.

- **April 3, 2025** – As described above, SSI-TMU held a private event at the Hillel Loft (416 Yonge Street). Participants reported that the gathering was met by organized protest activity outside the venue, resulting in some attendees exiting through a rear entrance. Following the event, SJP-TMU social media posts included demands such as the “removal of SSI as a student group” and calls to “get the IOF and SSI off our campus.”
- **October 29, 2025** – At a campus “Mutual Market” event, SJP-TMU participants displayed and distributed materials that included imagery associated with armed militancy, including a paraglider image linked to the October 7 attacks.
- **February 27, 2026** – SJP-TMU representatives and distributed materials at a tabling event that contained slogans such as “SMASH ZIONISM”, alongside imagery that included automatic weapons and materials referencing “the storm of the intifada” or “long live the uprising” in Arabic.²²
- The Vice Provost described an incident in a campus café in which a student threw pamphlets at her containing accusations of war crimes and criticism of the University. The same administrator also described a separate incident at a campus event in which a group of protesters, many of whom had concealed their identities, approached her, filmed her, and shouted at her while displaying signs depicting her as a “war criminal” accompanied by devil imagery. Later, the video was posted with disparaging remarks.
- Participants reported posters displayed around campus depicting senior university administrators, including the President, Vice-Provost, and Chief Financial Officer, alongside the phrase “Wanted for Genocide.”
- Protesters repeatedly followed the University President to the parking garage and surrounded his vehicle and then posted a video of the event with disparaging remarks.

²² See *University of Toronto (Governing Council) v. Doe et al.*, 2024 ONSC 3755 (CanLII) for its discussion of the term “intifada” and others.

- Spoiled milk was thrown on Jewish students by a masked individual during campus tabling activity.



sjptmu and 4 others

SSI & IOF OFF TMU CAMPUS



**STUDENTS SUPPORTING ISRAEL (SSI)
HOSTED IOF "SOLDIERS" AT THE HILLEL
TMU LOFT- EMAIL OUR SCHOOL TO GET SSI
BANNED FROM CAMPUS**

EMAIL CAMPAIGN IN BIO



sjptmu 2h
Added to TABLING



sjptmu 2h
Added to TABLING



For many Jewish participants, the cumulative impact of these incidents was significant. Several described avoiding campus events, concealing markers of Jewish identity, declining to participate in student activities, or altering routines out of concern that association with Jewish organizations or perceived Zionist identity could result in abuse or targeting. Some Jewish students reported feeling unsafe attending Hillel, SSI, or other Jewish programming when demonstrations occurred nearby, while others described protest tactics – including megaphones directed at Jewish student tables, demonstrations outside private events, aggressive filming, vandalism, and incidents involving spoiled milk being thrown at Jewish students – as contributing to a perception that Jewish campus life had become increasingly precarious.

Administrators similarly described feeling unsafe or professionally vulnerable following incidents in which they were publicly confronted, followed, filmed, depicted in inflammatory imagery, or surrounded while attempting to leave campus.

Taken together, testimony suggested that, irrespective of organizers' intentions, certain protest tactics had consequences that extended beyond political advocacy and into the everyday experience of safety, participation, and belonging. Many participants described a growing uncertainty regarding where the line between protected protest and intimidation ought to be drawn in a university setting. Particularly where demonstrations focused on identifiable individuals, private Jewish gatherings, or repeated public confrontation, some participants expressed concern that protest had, at times, shifted from challenging ideas or institutions toward conduct experienced as intimidating, personally targeted, or threatening. Several warned that these dynamics contributed to self-censorship, withdrawal from campus life, and diminished confidence in the University's ability to ensure that disagreement could occur without fear.

E. Institutional Trust, Leadership, and Governance

1. *Competing Expectations of Leadership*

Many participants viewed University leadership through sharply different lenses.

Some interviewees – including administrators, event organizers, and a number of students and faculty – emphasized the difficulty of maintaining institutional neutrality in a highly polarized environment. Participants in this group frequently described leadership as attempting to balance competing demands while preserving academic freedom, expressive rights, and community safety. Several noted that university leaders faced simultaneous pressure to adopt political positions, condemn specific actors or events, sever academic relationships, impose sanctions, or restrict programming – often from groups holding fundamentally incompatible expectations. For these participants, neutrality was described as difficult but necessary, particularly given the diversity of views within the university community.

Others viewed the University’s role differently. Many Palestinian, Arab, Muslim, and pro-Palestinian participants described institutional neutrality as insufficient or even harmful in the context of humanitarian suffering. Several argued that neutrality can function as a form of avoidance or silence, particularly where communities feel their experiences are not being explicitly acknowledged. Some expressed frustration that University leaders did not adopt terminology (such as “anti-Palestinian racism”) or positions they believed reflected the severity of events in Gaza. Others argued that an emphasis on process and neutrality failed to account for the experiences of students and staff who felt directly affected by the conflict.

Many Jewish participants described a parallel concern that leadership had been insufficiently clear or forceful in responding to antisemitism. Several expressed frustration that Jewish identity or concerns regarding antisemitism were not recognized within existing equity frameworks (“we were told we are not an equity deserving marginalized community”) and argued that institutional responses lacked urgency, consistency or visible support. One Jewish faculty member stated: “I don’t have anyone in the administration I feel safe talking to about this.” Some described

feeling that concerns raised by Jewish students or faculty were minimized, reframed as political disagreement, or insufficiently prioritized.

Participants from opposing perspectives frequently described the University as failing to protect them, though for markedly different reasons. These competing expectations often placed leadership in a difficult position.

2. *The Role of Faculty and Academic Culture*

The role of faculty members emerged repeatedly in interviews and was itself highly contested.

Some administrators and University leaders expressed concern that certain faculty members may be encouraging, incentivizing, or intensifying student activism in ways they viewed as inappropriate or inconsistent with professional boundaries. Several interviewees raised concerns about power imbalances between faculty and students, questioning whether students may feel pressure to participate in advocacy activities or align with particular viewpoints. Some participants also expressed concern that a small number of faculty members may have played disproportionately influential roles in advising or supporting student protest activity, including protest planning, demonstrations, or institutional pressure campaigns, raising questions regarding appropriate boundaries between mentorship, solidarity, and influence. Others described concern that classroom spaces or University platforms were being used to advance political advocacy beyond the scope of disciplinary expertise or academic inquiry.

Many faculty members strongly rejected this characterization. Several described their role as supporting vulnerable students, protecting academic freedom, and helping students navigate complex political realities. Faculty participants frequently emphasized that student activism arises from the students' deeply felt convictions rather than direction from instructors. Some expressed concern that critiques of faculty activism risked chilling academic freedom or discouraging scholars from engaging publicly on urgent social and political questions. Others argued that universities should expect faculty expertise and social engagement to shape institutional conversations, particularly around human rights and equity.

Faculty interviewees also described broader tensions within academic culture. Participants spoke of polarized departments, fractured relationships among

colleagues, concerns about reputational attacks, and hesitancy to speak openly in meetings, classrooms, or online spaces. Some described formal complaints, public campaigns, or social media activity as contributing to increasingly adversarial campus dynamics.

3. *Consultation, Transparency, and Institutional Decision-Making*

Many participants called for stronger consultation processes and clearer communication regarding institutional decisions.

Faculty representatives and some student advocates frequently expressed concern that decisions about safety, security, and conduct were made by a small group of senior administrators with limited input from the broader University community. Several recommended stronger faculty, union, and community involvement in campus safety planning, including greater involvement of equity bodies and individuals with expertise in social work, decolonization, anti-racism, or conflict resolution. Others proposed advisory councils or ongoing forums to discuss campus safety and community concerns.

Several administrators cautioned that decisions involving safety often must be made quickly and that it is not always possible to consult broadly before action is required. Some leaders also expressed concern that consultation processes can become difficult where trust has already eroded or where participants fundamentally disagree on institutional responsibilities.

Across perspectives, however, there was notable agreement that communication following major incidents often left gaps. Many participants described uncertainty about processes, timelines, jurisdiction, and decision-making authority. Several suggested that clearer explanations, even where disagreement remained, could improve trust in the University's decisions.

4. *Off-Campus Conduct and Institutional Responsibility*

The off-campus location of the November 5 event raised recurring questions regarding institutional jurisdiction and responsibility.

University leaders and security personnel frequently emphasized that the University's authority is limited when events occur off campus. Several noted that

campus security has no enforcement powers beyond University property and that responsibility for responding to incidents then falls to police rather than University officials. Participants distinguished between whether an incident concerns the University and whether the University has legal authority to respond to it.

Other participants questioned whether those legal distinctions fully captured the impacts of such events. Several argued that incidents involving University-affiliated campus groups, particularly those occurring near campus and involving University community members, continue to affect campus life regardless of where they take place. Some noted that students do not necessarily distinguish between “on campus” and “off campus” incidents when those events affect relationships, perceptions of safety, or trust within the community.

The November 5 incident also deepened existing disagreements about protest, antisemitism, and the University’s response to contentious events. Jewish participants frequently cited the incident as evidence of escalating hostility toward Jewish or Israeli-affiliated events. Palestinian and pro-Palestinian participants more often viewed it as part of a broader dispute over campus space, political expression, and the University’s role in responding to conflict. As with the September 19 event, participants often viewed the same incident through very different understandings of what had occurred and who bore responsibility for the resulting harm.

F. The Toxicity of Social Media

Participants across communities repeatedly identified social media as a significant driver of the deterioration of campus climate. What might once have remained limited to disagreements at protests, student meetings, or organized events was amplified online, where rhetoric became more personal and inflammatory. Social media platforms were described as spaces in which students were publicly targeted, identified, mocked, vilified, or denounced by peers and strangers alike.

Participants described a cycle in which online and in-person conflict reinforced each other. Events occurring on campus or at protests were frequently recorded, selectively edited, reposted, and commented upon in ways that intensified hostility and hardened group divisions. Participants from different communities described

monitoring social media with apprehension, anticipating that clips, images, or accusations would circulate widely, often selectively edited and stripped of context.

The Review heard that online activity was often understood very differently depending on perspective. Participants across communities frequently described posting photographs, videos, or commentary as a way of documenting incidents, preserving evidence, or exposing conduct they believed to be harmful or discriminatory. However, others experienced the same conduct by others as harassment, public shaming, or efforts to expose individuals to reputational, academic, or professional consequences. Each side often perceived itself as documenting harm while the other experienced the conduct as intimidation, doxxing, or personal targeting. This dynamic contributed to escalating mistrust and reinforced a cycle in which online engagement increasingly intensified, rather than diffused, campus tensions.

The online environment also extended beyond conflict between student groups. The Review heard that senior University administrators, including the President, Provost, Vice-Provost Students, and Vice-President Equity, were themselves subjected to sustained online criticism, filming, monitoring, and public targeting in connection with the University's response to events concerning Israel and Palestine. Participants and documentary materials described administrators being followed at public events, filmed during interactions with students, publicly criticized by name on social media, and, in some cases, accused of complicity in genocide, war crimes, or institutional racism. Concerns were also raised regarding online conduct perceived as doxxing or efforts to expose administrators to reputational harm through repeated personalized campaigns. While criticism of University leadership is an expected and protected feature of university life, the volume and persistence of some online activity contributed to an environment in which disagreement increasingly became personal rather than focused on issues or policies.

Particular concern was raised regarding online commentary that participants experienced as threatening, degrading, or encouraging hostility toward others. Jewish participants described social media content that normalized antisemitic tropes and celebrated disruption of Jewish spaces. Many Palestinian, Muslim, Arab, and pro-Palestinian participants similarly described online environments in which they were labelled extremists, "terrorist supporters," or treated with suspicion based

on their identity or political advocacy. Several participants also described sexualized, mocking, or degrading commentary following incidents such as the events of November 5.

Social media also deepened mistrust between groups. Rather than creating opportunities for dialogue, online spaces often encouraged escalation, outrage, and public confrontation. Participants repeatedly described a climate in which students increasingly understood one another through screenshots, posts, accusations, and viral clips rather than personal interaction or meaningful discussion, making it harder to assume good faith across differences.

The University's Student Code of Non-Academic Conduct expressly recognizes the impact of online behaviour on University life. Section 3.3 provides that the Code applies regardless of the medium used and extends to online conduct connected to the University, whether occurring on or off campus. Section 6.1 refers to threats made in an online environment. Section 6.2 includes harmful online posts and messages as forms of harassment.

The concerns repeatedly raised by participants regarding online harassment, filming, public targeting, demeaning commentary, intimidation, doxxing fears, and inflammatory rhetoric illustrate that digital conduct cannot be viewed as separate from campus life. Where online conduct contributes to fear, exclusion, reputational harm, or an inability to participate fully in University activities, it may engage the University's responsibilities under the Code.

The conduct described online is also inconsistent with TMU's Guidelines on Enhancing Community Safety and Inclusivity for Events and Activities on Campus, which state that TMU does not condone intimidation or harassment "physical, verbal, or digital," and prohibit targeting individuals in ways that interfere with their rights, safety, or participation in University life.

Targeted filming, public vilification, doxxing, and inflammatory online commentary are also inconsistent with the spirit of TMU's Statement of Student Rights and Responsibilities, which emphasizes mutual respect, civility, and freedom from conduct reasonably likely to humiliate, intimidate, or interfere with another person's learning, work, or participation in University life.

The connection between students' online advocacy and TMU also arises from the way in which groups present themselves on online platforms. Social media accounts associated with both SJP-TMU and SSI-TMU identify themselves explicitly as TMU student groups through account names, branding, or public descriptions incorporating the University's name. Posts, videos, commentary, and interactions occurring through accounts publicly associated with TMU student organizations had the effect of bringing University-affiliated disputes into a highly visible online environment and, at times, intensified hostility between student communities.

The effects of online hostility were plainly felt within the TMU community. The online environment did not remain separate from campus life; rather, it spilled into classrooms, student events, protests, and interpersonal relationships. The result, according to many participants, was an atmosphere of heightened suspicion, intimidation, and mutual distrust that contributed materially to what many described as a poisoned campus environment. While TMU cannot and should not regulate all expression occurring online, particularly on third-party platforms, conduct by recognized campus groups on public University-affiliated accounts can affect student safety, community relationships, and the learning environment in ways that properly concern the University. Therefore, the University may establish expectations for such conduct and impose sanctions where those expectations are breached.

G. Reputational Harm

The Review heard repeatedly that some community members have become increasingly reluctant to be associated with TMU because they perceive the University as having become hostile to the Jewish community. Participants described this reputational shift as having tangible consequences.

Faculty and staff noted increasing difficulty in recruitment, explaining that many members of the Jewish community and their allies are hesitant to join an institution they perceive as condoning or failing to address concerning campus dynamics. As one professor stated, there is a "feeling like they're rewarding the university when the university hasn't taken their concerns into account. They also feel unsafe. They feel at risk if they identify themselves as Jews."

This sense of reputational harm extends to current employees. One professor said, “I get asked all the time, ‘Why do you still work at TMU?’” Faculty and staff expressed discomfort in publicly identifying their institutional affiliation. As one staff member explained, “I like my job... but I don’t like working for this employer... I don’t like saying where I work anymore.” An emeritus professor lamented that her professional reputation is bound to TMU forever: “I’m not that happy being an emeritus professor here as opposed to a couple of other places I was at – but for the rest of my life I am a TMU emeritus professor.” These experiences reflect a diminished sense of belonging and, in some cases, a reluctance to maintain association with the University.

Many participants expressed concern that the current campus environment could affect hiring, promotion, tenure, and leadership selection processes. Some worried that being publicly identifiable as Jewish could influence professional opportunities or evaluations. Numerous faculty and staff reported actively seeking positions at other universities because of their growing sense of marginalization, fear, and loss of belonging, despite having previously felt happy and supported at TMU.

Participants also described how these perceptions are influencing decisions beyond the workplace. Some reported advising friends and colleagues against sending their children to TMU, citing concerns that it is no longer a safe or welcoming environment for Jewish students. Another participant similarly contrasted past and present perceptions, stating that while TMU was once seen as inclusive, it is now viewed by some in the Jewish community as “not a place that you want to work or... send your kids to be educated.”

One tenured professor stated, “I will tell anyone, with great sorrow, anyone in the Jewish community, not to have their children apply to TMU. Can you imagine that? I love this university and I’ve worked here for [over a decade]. It’s given me my entire professional life. Now I tell friends not to let their children go here because they’ll be harassed, and mistreated, and bullied and potentially assaulted. And I say, ‘Send them to McGill, or Western, or U of T, or to the US, or somewhere else.’ They are all better.”

Indeed, some students explained to the Review that while they were initially “really excited” and “really looking forward” to attending TMU, describing the University as their “first choice” or “the only school I applied to”, with programs unique in

Canada, they now “can’t wait to get out.” One Jewish student indicated that they have taken a semester off because of the climate on campus and said, “I feel hopeless. I’m kind of done with TMU, I might not even return after my break ... I just don’t feel comfortable at the school anymore.”

H. What Participants Suggested Going Forward

Although participants often disagreed sharply regarding causes and responsibility, interviews revealed several recurring themes regarding possible institutional responses.

1. *Strengthening Dialogue and Community Capacity*

Participants from across the University community emphasized the need for greater support for dialogue, relationship-building, and constructive engagement. Many interviewees described TMU as insufficiently equipped to support productive disagreement during periods of geopolitical crisis and emphasized the importance of meaningful listening and engagement. As one interviewee observed, “Ultimately, democracy is about listening to each other.” Suggestions included facilitated dialogue programs, restorative approaches, active listening training, conflict resolution education, and opportunities for structured engagement across differences. Several participants emphasized the importance of equipping students, staff, and faculty with tools to navigate disagreement rather than avoiding difficult conversations altogether, with one participant emphasizing: “We need more education of community members around how to have better, more civil discourse.”

In early 2024, an effort was made to bring students together and facilitate respectful dialogue between groups with differing opinions. TMU organized an event called “Building Bridges” with Raja G. Khouri and Jeffrey J. Wilkinson, co-authors of *The Wall Between: What Jews and Palestinians Don’t Want to Know About Each Other*. The event was intended to create opportunities for Jewish and Palestinian students and their supporters to listen to one another and engage with differing perspectives. Attendance was limited, particularly among pro-Palestinian students. Participants expressed differing views about the initiative. Some described it as unhelpful or ineffective, while others suggested that efforts to promote dialogue were undermined by a reluctance among some community members to engage with those holding

opposing views. Several participants stated that they did not wish to participate in initiatives that they believed would normalize Zionism.

2. *Clarifying Expectations Around Protest and Conduct*

Many participants called for clearer expectations governing protest, disruption, and expressive activity. While views differed regarding where boundaries should be drawn, there was broad recognition that uncertainty regarding acceptable conduct contributed to confusion and mistrust. Several interviewees recommended clearer guidance regarding the boundary between protected protest and conduct that may warrant a University response, how events will be managed, and what institutional responses may follow. Some emphasized the importance of clear rules governing how and where protests occur, regardless of the views being expressed, while others stressed the importance of protecting robust protest rights.

3. *Reconsidering Safety and Security Models*

Participants offered differing views on how campus safety should be organized. Some called for stronger security measures, clearer enforcement, and more consistent application of University policies. Others supported a broader approach that combined security with student supports, faculty expertise, equity offices, and efforts to address concerns before they escalated. Several participants also emphasized the role of University leaders and community members in rebuilding trust and fostering constructive engagement across differences. As one representative of the Muslim Employee Community Network observed: “We have responsibilities as community leaders...to help build those bridges.”

4. *Addressing Antisemitism, Islamophobia, and Anti-Palestinian Racism*

Many participants emphasized the need for the University to respond more effectively to discrimination and exclusion, although views differed significantly regarding language and frameworks that should guide those efforts. Jewish participants frequently called for clearer recognition of antisemitism and stronger responses to incidents they viewed as antisemitic. Many pro-Palestinian interviewees emphasized the need to recognize anti-Palestinian racism and to acknowledge the grief, exclusion, and concerns they have experienced. Several participants urged the University to recognize that different groups may experience

harm in different ways and that addressing one form of discrimination should not require minimizing another.

5. *Rebuilding Trust Through Transparency*

Finally, many participants emphasized that rebuilding trust will require clearer communication, greater transparency, and accountability when decisions are made. Several suggested that disagreement is inevitable in a diverse university community, but mistrust grows when decisions appear unclear, inconsistent, or unexplained. Participants repeatedly emphasized the importance of being listened to and having their concerns taken seriously. As one Muslim student stated: “They could start by listening to their students. Replying to our emails is not enough. You have to actually do something about it... Start by understanding why your students feel unsafe and dealing with it.”

PART VI: THE PALESTINIAN CAUSE

A. Palestinian Experience and Context for Advocacy

Participants aligned with SJP, together with supporting faculty, staff, legal advocates, and community organizations, consistently framed the September 19 and November 5 events through the broader context of the war in Gaza and its impact on Palestinians. They emphasized that, from their perspective, campus events could not be understood apart from the loss, displacement, and suffering experienced by many members of the TMU community and their families. The war has led to a humanitarian crisis, widespread displacement and shortages of food, water and medical supplies.

For many Palestinian, Arab, and Muslim participants, advocacy on campus was described as a deeply personal response to loss, displacement, and concern for family members affected by the conflict. Several participants described losing relatives, fearing for loved ones overseas, following graphic reports of violence, or attempting to navigate academic and professional responsibilities while family and community members remained in danger.

A Palestinian faculty member originally from Gaza described losing relatives during the war and witnessing the destruction of schools, institutions, and communities connected to his life. He stated: “The last two years and a half have been tremendously heavy on me.” A Palestinian student similarly described feeling “extremely isolated and lost trying to navigate the genocide of my people while simultaneously being dehumanized at TMU.”

Professor Joshua Sealy-Harrington, a legal scholar whose work focuses on constitutional rights and racial justice, argued that understanding the broader context surrounding Gaza was essential to understanding student mobilization and protest activity. He emphasized that many students viewed themselves as part of a broader movement responding to what they understood to be widespread human suffering and serious violations of international law. In his view, the intensity of campus protest reflected a belief among many students that they were responding to an urgent moral and humanitarian crisis.

Professor Sealy-Harrington also described what some scholars refer to as a “Palestine exception,” namely the concern that Palestinian advocacy and scholarship are frequently subjected to heightened scrutiny, skepticism, or suppression compared to other forms of political expression. Several participants echoed this concern, stating that Palestinian grief and political claims were often treated as uniquely controversial or suspect.

Similarly, NCCM submitted that Muslim, Palestinian, Arab, and allied students frequently report concerns that advocacy relating to Palestine is approached “not primarily as protected political expression, but rather through a lens of risk management, disruption prevention, or public safety enforcement.”

Many interviewees emphasized that their frustration with TMU stemmed not only from political disagreement but from a belief that Palestinian, Arab, Muslim, and allied voices had not been adequately heard and responded to. Several described feeling that repeated efforts to raise concerns regarding anti-Palestinian racism, student protections, University investments, and institutional decision-making had not led to meaningful change.

B. Experience on Campus

Participants repeatedly described a campus environment in which Palestinian, pro-Palestinian, and Muslim students felt closely scrutinized. They described being filmed or publicly criticized because of their identity, advocacy, or association with Palestine solidarity efforts. The Canadian Lawyers for International Human Rights wrote that “Pro-Palestinian expression is increasingly restricted on Canadian university campuses, with individuals facing punishment or threats of discipline for showing solidarity with Palestine.”

Written submissions and interviews included allegations that students had been called “terrorist supporters” and “masked jihadists,” while online commentary following campus events, particularly November 5, was described by participants as racist, Islamophobic, sexualized, or celebratory of violence against students.

Several participants described visibly Muslim women, particularly hijab-wearing students, as being especially vulnerable to harassment. Participants reported incidents in which Muslim women were followed, spat upon, and targeted while

commuting to campus or attending prayer, and, in some cases, had their hijabs pulled. The MECN described Islamophobia as often affecting visibly Muslim women in particular who become “walking targets for harassment” because they are easily identifiable. One hijab-wearing student described both experiencing and witnessing derogatory comments directed at Muslim women and pro-Palestinian women involved in protests. The Review did not receive examples of these events occurring on campus.

Participants also described incidents in which Palestinian identity, expression, and advocacy were singled out as inadequately protected on campus. ACLA recounted a 2025 incident involving a student art exhibition addressing oppression in many areas of the world, including Palestine, in which a faculty member allegedly covered Palestine-related portions with material participants regarded as anti-Palestinian. According to ACLA, students sought University intervention after the material was removed and later reposted but felt that the University’s response was inadequate.

Participants similarly described experiences of anti-Palestinian and Islamophobic harassment during campus organizing and protest activity. During a March 2024 sit-in at the Student Learning Centre, students reported verbal harassment, including comments such as “go back to Gaza,” and stated that, although incidents were reported, they did not believe the administration’s response adequately addressed their concerns.

C. SJP’s Objectives

SJP-TMU interviewees described the organization as a student movement focused on Palestinian liberation, political education, mutual aid, and advocacy directed at the University. In written materials submitted to the Review, SJP stated that it “advocates for Palestinian human rights and an end to institutional complicity in the ongoing Nakba, ethnic cleansing, occupation, apartheid, genocide, and forced starvation.”

Participants emphasized that SJP’s activities extend beyond protest and demonstration. Students explained that the organization sought to educate the university community regarding Palestinian history and displacement while organizing fundraising and relief efforts for affected communities. One Palestinian student involved with SJP-TMU described joining the organization because of its

work on “Palestinian liberation, and education and fundraising,” emphasizing that “a Palestinian perspective is obviously crucial in this, especially the geopolitical context of it.”

SJP-TMU participants repeatedly stated that they viewed universities as influential institutions and therefore saw campus advocacy as an appropriate way to press for institutional change. Participants argued that TMU should recognize anti-Palestinian racism, reconsider financial relationships they believed contributed to harm in Gaza and provide greater protections for Palestinian and pro-Palestinian students.

Participants consistently distinguished criticism of Israel or Zionism from hostility toward Jewish people. Many pro-Palestinian participants emphasized that they understood anti-Zionism as political opposition to Israeli government policies and broader political systems they associated with occupation, displacement, genocide, or apartheid, rather than opposition to Jewish identity, Jewish people, or Judaism. Participants repeatedly emphasized that advocacy for Palestinian rights and opposition to Israeli state conduct should not be conflated with antisemitism.

Several participants further argued that Palestinian political language and protest slogans are frequently interpreted through the most hostile lens, particularly where terms such as “from the river to the sea”²³ or “intifada” are understood by some Jewish students as threatening. These interviewees generally maintained that these expressions should be understood as reflecting aspirations for Palestinian liberation, self-determination, and equality rather than hostility toward Jews. Some participants also referenced academic and legal commentary arguing that the phrases carry multiple meanings depending on context, intent, and audience, rather than a single universally accepted interpretation.²⁴

Several participants emphasized that there was no single pro-Palestinian perspective and that organizers often disagreed about tactics, the limits of protest, and relationships with administration. Some participants expressed support for peaceful

²³ The phrase “from the river to the sea” refers to the territory between the Jordan River and the Mediterranean Sea. Historically it denoted the general geographic boundary of Palestine between the 1800s and the creation of Israel in 1948. See the discussion of this phrase and others, including “intifada” and inverted red triangles, in *University of Toronto (Governing Council) v. Doe et al.*, 2024 ONSC 3755.

²⁴ For example, Elhalaby, Emon, Paz, Roach, and Rogin, *From the River to the Sea: Palestine Will Be Free a Primer on History, Context and Legalities in Canada*, University of Toronto Hearing Palestine, 2023.

advocacy while voicing discomfort with confrontational tactics, disruption, or conduct they believed risked alienating others or undermining broader objectives.

D. SJP's Demands and Desired Institutional Response

Participants repeatedly emphasized that their advocacy is aimed at changing TMU's policies and practices. SJP's proposals were set out in the report "TMU's Decolonial Lie: Exposing Anti-Palestinian Racism and Unethical Investments", prepared by SJP with the assistance of F4P and provided to this Review. Participants indicated that these proposals had been raised repeatedly with TMU administration through meetings and written correspondence. Many expressed frustration that the University had not acted on the changes they were seeking and viewed responses that did not result in concrete action as inadequate.

The report identified the following demands:

1. Full Disclosure

Toronto Metropolitan University must fully disclose all investments, endowments, donors, and any other financial holdings and capital assets of the institution.

2. Full Divestment

Toronto Metropolitan University must divest the institution's endowment, capital assets, and other financial holdings from companies, corporations, businesses, and portfolios that sustain "Israeli"²⁵ genocide, apartheid, occupation, ethnic cleansing, and other violent, oppressive acts committed by "Israel" and its collaborators, including but not limited to technology companies and banking institutions that provide products and/or services to the "Israeli" government, military, or other arms of the regime. TMU must entirely divest from pipelines and fossil fuels.

²⁵ SJP explained in "TMU's Decolonial Lie" that references to Israel appear in quotation marks because, in its words, "we avoid the use of settler colonial terminology to refer to the current occupier of Falastin (Palestine). We recognize the Zionist entity to be an illegitimate state, as the land was violently taken through settler colonialism."

3. Protection for Palestinian Students and Their Allies

Toronto Metropolitan University must protect Palestinian and pro-Palestinian students on campus. TMU must disengage from any form of reprisal against its students exercising their rights of free expression and peaceful assembly in support of the Palestinian cause. TMU must reject any calls by donors and those who provide endowments to repress or undertake reprisals against Palestinian and pro-Palestinian students. Furthermore, TMU must protect Palestinian students and their allies by banning militia groups Magen Herut, J-Force, and the Jewish Defence League from the TMU campus.

4. Recognition of Anti-Palestinian Racism (“APR”)

Toronto Metropolitan University must release a statement recognizing Anti-Palestinian Racism (APR). TMU must recognize May 15 as “Nakba Day”²⁶ and the right of return for all Palestinians to their ancestral land. TMU must adhere to its values of equity, diversity, and inclusion through the recognition of Palestinian identity and history. TMU must develop curriculum and training for students and staff on Palestinian identity and history, designed and led by Palestinian academics. Curriculum and training must include, but are not limited to, the experiences and manifestations of APR, the right of return for all Palestinians to their ancestral land, and the right to self-determination regarding how Palestinians navigate and respond to the ongoing genocide and occupation of Palestine

5. The Adaptation and Implementation of APR Policies

Toronto Metropolitan University must adopt clear and inclusive language when referencing and addressing instances or expressions of Anti-Palestinian Racism (APR). TMU must adhere to recognizing APR, based on the definition provided by the Arab Canadian Lawyers Association, as a distinct form of racism not sufficiently addressed through Islamophobia or anti-Arab racism, and must establish this in its policies and terminologies within messaging.

²⁶ The Nakba, meaning “catastrophe” in Arabic, refers to the displacement of Palestinians during the 1948 war and the establishment of the State of Israel. Each year on May 15, many Palestinians and members of the Palestinian diaspora commemorate Nakba Day and its continuing effects on Palestinian communities.

E. Anti-Palestinian Racism

One of the reasons that SJP-TMU feels ignored is that TMU has not adopted the definition of anti-Palestinian racism (“APR”) by the Arab Canadian Lawyers Association, which reads:

Anti-Palestinian racism is a form of anti-Arab racism that silences, excludes, erases, stereotypes, defames or dehumanizes Palestinians or their narratives. Anti-Palestinian racism takes various forms including: denying the Nakba and justifying violence against Palestinians; failing to acknowledge Palestinians as an Indigenous people with a collective identity, belonging and rights in relation to occupied and historic Palestine; erasing the human rights and equal dignity and worth of Palestinians; excluding or pressuring others to exclude Palestinian perspectives, Palestinians and their allies; defaming Palestinians and their allies with slander such as being inherently antisemitic, a terrorist threat/sympathizer or opposed to democratic values.

While many Palestinian and pro-Palestinian participants regarded institutional recognition of APR as essential to addressing harms they believed were not otherwise recognized, the formal institutional adoption of the definition raises concerns about institutional neutrality and academic freedom, discussed below. The definition also incorporates contested historical, political, and ideological propositions, including characterizations relating to the Nakba, indigeneity, and the status of historic Palestine. Many members of the University community may reasonably hold differing scholarly, historical, legal, or political views regarding these issues. Concerns therefore arise that institutional adoption of such a definition could discourage or chill legitimate academic discussion, disagreement, or inquiry relating to contested questions surrounding Israel, Palestine, nationalism, indigeneity, history, and international law.

Several witnesses described this divide as making dialogue difficult or, at times, impossible. Many Palestinian and pro-Palestinian participants rejected dialogue with individuals or groups they viewed as complicit in oppression, arguing that the issue was not a misunderstanding to be resolved through conversation but a matter requiring concrete action and institutional change. Others viewed this position as foreclosing meaningful engagement and reinforcing polarization.

F. Institutional Engagement and Growing Frustration with TMU

Participants consistently stated that SJP-TMU and supporting faculty repeatedly sought meetings with TMU administration before and during the events under review. Students described multiple meetings with senior University leaders, including the Vice-Provost Students, the Vice-President Equity and Community Inclusion, and the Provost, concerning disclosure, divestment, anti-Palestinian racism, student protections, and institutional relationships.

Provost Iannacito-Provenzano and SJP-TMU representatives met approximately five or six times during the summer of 2024 and continued communicating in writing between meetings. Senior administrators, including TMU's Chief Financial Officer, reviewed SJP requests related to disclosure, divestment, investments, and student protections.

Materials reviewed suggest that Provost Iannacito-Provenzano affirmed TMU's willingness to engage with students "in good faith," responded to requests for formal negotiations, and provided written explanations regarding the University's position. By September 2024, TMU publicly outlined commitments including additional financial disclosure, a process for reviewing divestment requests, meetings with senior leaders concerning counselling and privacy concerns, and enhanced due diligence around partnerships, while declining demands that would limit faculty academic freedom or institutional autonomy.

Despite these efforts, tensions persisted. SJP-TMU representatives argued that the University had not committed to the policy changes and divestment measures they were seeking. Participants repeatedly stated that, although University leaders had listened to their concerns, they had not taken the actions SJP-TMU believed were necessary.

Following the summer 2024 meetings, discussions increasingly focused on whether TMU was responding adequately to student demands. While the Provost continued to meet and correspond with students, SJP-TMU representatives expressed growing frustration that the University's public commitments fell short of what they were demanding.

Subsequent communications from F4P at TMU indicate that concerns continued into 2025 and expanded to include criticism of TMU's handling of security incidents, allegations of anti-Palestinian racism, and requests for stronger protections for Palestinian and pro-Palestinian students and faculty.

PART VII: ANTISEMITISM

A. Zionism and Jewish Identity

For most Jews, Zionism represents Jewish self-determination and is closely connected to Jewish history, identity, and collective survival. Jews described Zionism as “the right of the Jewish people to self-determination in our Indigenous homeland.”

Following centuries of persecution, including the Holocaust and the exclusion of Jewish refugees from many countries during and after the Second World War, the establishment of Israel was the realization of a longstanding aspiration for national self-determination in a historic Jewish homeland. As a result, most Jews experience opposition to the right of Israel to exist as a Jewish state as denying a core component of Jewish identity.²⁷ While many individuals – including many Jews – hold differing views about Israeli government policies, the Israeli state, or the meaning of Zionism itself, concerns arise when Zionism is defined exclusively through pejorative or demonizing frameworks that leave little room for the perspectives of Jews for whom Zionism forms part of their identity.

It is clear that, on TMU campus, the word “Zionist” has become associated with genocide, illegitimacy or moral condemnation, and that being called a Zionist is experienced as pejorative. So pervasive is this that students have said they are traumatized by the word. A student had to leave class in fear because of a Zionist sticker on a classmate’s laptop. Signs which appear at TMU and say “Zionists off Campus” are experienced by many Jewish students as meaning “Jews off campus.” This redefining of Zionism has been referred to as “semantic drift growing into a pejorative semantic avalanche.”²⁸

²⁷ As Hillel explained in its written submissions, “Recent Canadian survey data underscores the extent to which the term ‘Zionism’ itself has become contested and, for many, stigmatized. While 94% of Jewish Canadian respondents affirmed that Israel has the right to exist as a Jewish state, only 51% self-identified as ‘Zionist.’ As sociologist Robert Brym has argued, this gap reflects not a substantive rejection of the core principle of Zionism, but rather the erosion and politicization of the label itself.” See “Canadian Jews overwhelmingly support Israel, but hesitate to call themselves ‘Zionists’. A new study explains why”, December 19, 2025, *The Canadian Jewish News*. <https://thecjn.ca/news/canadian-jews-overwhelmingly-support-israel-but-hesitate-to-call-themselves-zionists-a-new-study-explains-why/>

²⁸ Robert Brym, *Canadian Jewish Studies*, Vol 23, 2005.

Antisemitism is surging nationally. Prime Minister Carney confirmed that “Antisemitism has surged to levels not seen in the post-war period. Last year, over two thirds of all religion-motivated hate crimes were directed at Jewish Canadians who make up 1% of the population.”²⁹

At TMU this redefining of Zionism by non-Jews is the source of much of the antisemitism experienced.

Former Canadian minister of justice and constitutional scholar Irwin Cotler describes how certain forms of anti-Zionism may function as a contemporary expression of antisemitism. He speaks of the “Three Ds”: demonization, double standards, and delegitimization.³⁰ In this framework, antisemitism may include:

- the demonization of Jews or Zionists through portrayals of inherent evil;
- the application of standards to Israel not applied to other states; and
- the delegitimization of Jewish self-determination or Israel’s right to exist.

Canada has adopted the International Holocaust Remembrance Alliance (IHRA) working definition of antisemitism, which distinguishes between legitimate criticism of Israeli government policy and antisemitism directed toward Jews as a people. Criticism of Israeli policies, military actions, or governments is protected political expression and is shared by many Jews and Israelis themselves. However, under the IHRA framework, anti-Zionist rhetoric that extends beyond criticism of state policy into the denial of Jewish collective self-determination may be understood as antisemitic.

Critique of the IHRA definition arises because some critics argue that Zionism is a political movement and express concern that criticism of Zionist ideas or Israeli state policy may be characterized as antisemitic. IHRA makes it clear, however, that criticism of Israel similar to that against any other country cannot be regarded as antisemitic.

When anti-Zionism denies the Jewish people the right of self-determination that is recognized for other peoples, it ceases to be merely a political stance and becomes discriminatory. Many Jewish participants described Zionism as an expression of

²⁹ Prime Minister Mark Carney, June 1, 2026 at Holy Blossom Synagogue, Toronto.

³⁰ Quoting from Natan Sharansky who sought to distinguish between criticism of Israel and antisemitism.

Jewish identity, collective safety, historical continuity, and the right of Jewish self-determination. Several indicated that criticism of Zionism was frequently experienced as criticism of Jewish identity itself, particularly where “Zionist” appeared to be used as a proxy for “Jewish” or where anti-Zionist rhetoric was perceived as questioning the legitimacy of Jewish presence, belonging, or safety.

B. The Settler/Colonial Framework

Significant disagreement also exists regarding the characterization of Israel and Zionism exclusively through the framework of settler colonialism. Many commentators understand Palestinian history through frameworks of displacement, dispossession, occupation, and colonialism and view Zionism through a settler-colonial lens.

Many Jews understand themselves as an Indigenous people with historical, religious, and cultural ties to the land of Israel extending back millennia. Jewish historical and religious traditions, as well as archaeological and historical evidence, reflect a longstanding Jewish presence in the region across centuries, including periods of conquest, exile, and displacement.

Some Indigenous scholars and leaders in Canada have also expressed concern regarding the application of settler-colonial frameworks to Jewish history and identity. Former Ontario Court of Appeal Justice Harry LaForme has argued that characterizing Jews solely as “settlers” or “colonizers” is:

...a persistent inaccurate narrative that seeks to supersede Jewish historical claims. This includes the appropriation of "indigenous" status by groups whose presence, while longstanding, resulted from subsequent conquest.

The recognition of Jewish indigeneity in the Land of Israel is predicated on an ancient and unbroken presence spanning over three millennia. Despite successive waves of foreign conquest and forced displacement, a continuous—though at times numerically diminished—community has remained in the Levant.³¹

³¹ The Honourable Harry S. LaForme, OC, IPC, Proud Anishinaabe member of the Mississaugas of the Credit First Nation of Canada, Azrieli Institute at Concordia University Montreal Canada, Keynote Address February 17, 2026.

Similarly, Karen Restoule of Dokis First Nation³² has expressed concern about the use of Indigenous reconciliation language and anti-colonial frameworks in ways that may contribute to hostility toward Jewish and Zionist Canadians:

As Anishinaabe, we are deeply troubled by the expressions of hatred against Jews and Zionists, and the willful, disappointing and overt ignorance, fueled by misinformation coming from educational institutions and broader society. Erroneous false narratives are coming out of universities about current reconciliation efforts led by Indigenous peoples to justify divisive hateful conduct that overwhelmingly targets and isolates Jewish and Zionist Canadians.

The hijacking and misappropriation of Anishinaabe culture, traditions and social justice language to advance polarizing ideologies, to sow division, to promote unwarranted anti-Israel animus and to isolate and demonize Jewish Canadians are deeply distressing.³³

C. Connection between anti-Zionism and antisemitism

The Government of Canada has adopted the IHRA definition of antisemitism as part of its anti-racism strategy. Although non-binding, it is the product of a 16-year iterative project. It has been adopted or endorsed by 43 countries, including the European Union, the Organization of American States, and several UN-affiliated bodies. Prime Minister Carney affirmed the definition as recently as June 1, 2026:

This definition allows for legitimate criticism of any government, including the government of the State of Israel, while also naming hatred against Jewish people for what it is.

The IHRA definition represents one of the broadest international frameworks used to define antisemitism and has become a practical tool for education, training, and policy development. The definition is:

³² Ms. Restoule has a law degree from the University of Ottawa. She specializes in public affairs and is currently Senior Fellow and Director of Indigenous Affairs with the McDonald Laurier Institute.

³³ Written Submission to the Senate Standing Committee on Human Rights' Study of Antisemitism.

Antisemitism is a certain perception of Jews, which may be expressed as hatred toward Jews. Rhetorical and physical manifestations of antisemitism are directed toward Jewish or non-Jewish individuals and/or their property, toward Jewish community institutions and religious facilities.

The IHRA definition includes this explanation of Zionism:

Article 1 of the *United Nations Charter* enshrines the principle of “equal rights and self-determination of peoples.” In the words of Martin Luther King Jr., “the denial to the Jews of the same right, the right to self-determination, that we accord to African nations and all other peoples of the globe... is antisemitism.” To selectively deny the Jewish people the right to self-determination in their ancestral homeland is antisemitic. Similarly, it is antisemitic to deny the indigeneity and continuous religious and historic ties of Jews to the land of Israel, which underlies that right.

Importantly, the belief that the Jewish people have the right to self-determination in their ancestral homeland (the land of Israel) is known as Zionism. Those who believe in the right of Jewish people to self-determination in the land of Israel are known as Zionists.

The definition does not prohibit critique of Israel’s government, policies, or conduct. Criticism of Israel similar to that leveled against any other country cannot be regarded as antisemitic.

The Review heard and saw examples of rhetoric on campus directed at “Zionists”, including calls for Zionists to be eliminated from campus and language describing Zionists as “baby-killers,” “murderers,” and complicit in genocide. As described above, some people use the term “Zionist” to describe those they see as complicity in violence or genocide; many participants maintained that their opposition was directed toward a political ideology or perceived support for state violence rather than toward Jewish people. However, many Jewish participants experienced such rhetoric as targeting a core aspect of Jewish identity and, in some circumstances, as indistinguishable from antisemitism.

D. Antisemitism on TMU campus

Many Jewish participants described what they viewed as a redefinition of Zionism on campus as contributing to the growth or normalization of antisemitism. While some reported longstanding antisemitism at TMU, many Jewish students, faculty, and staff said that, until October 6, 2023, they enjoyed TMU and felt free to openly identify as Jewish.

The events of October 7, 2023 marked a profound turning point for many members of the Jewish community.

That day, nearly 1,200 people were killed and thousands wounded in attacks carried out by Hamas and allied groups in Israel. The attacks included killings, hostage-taking, and acts of violence that many participants described as profoundly traumatic and destabilizing. The youngest victim was 14 hours old, the oldest was a 92-year-old Holocaust survivor. Reports following the attacks documented killings through shootings, burning, explosions, and other forms of violence, as well as allegations of sexual violence and mistreatment of victims.

The attacks and their aftermath were widely disseminated online through videos and social media, including footage recorded by perpetrators and others present. Participants described the circulation of these materials as intensifying trauma, fear, and feelings of vulnerability among Jewish students and staff.

Several Jewish participants expressed concern that, in their view, some pro-Palestinian responses immediately framed Israel as the aggressor without acknowledging the scale or brutality of the October 7 attacks. On October 7, and in the days immediately following the attacks, emails criticizing Israel and its supporters circulated within the TMU community, while some participants reported seeing Hamas-affiliated symbols or imagery on campus, which they experienced as threatening and discriminating in the immediate aftermath of the attacks.

1. What We Heard: Culture on Campus Prior to October 7

While there were instances of antisemitism, participants in the Review consistently describe the University prior to October 7, 2023 as genuinely living up to its stated

commitments to inclusivity, creating an environment where individuals felt safe, supported, and able to fully express their identities. This was not seen as merely aspirational messaging, but as something meaningfully reflected in everyday campus life.

Faculty and staff recall a culture that actively encouraged authenticity and belonging. One Jewish staff member described the institutional ethos as one where individuals were invited to “bring your whole self to work,” noting that this inclusivity extended across multiple dimensions of identity: “I found the university very welcoming about my... hearing impairment, my mobility issues, very supportive about all of that. The Jewish thing was never an issue.” Another Jewish staff member said that the University “felt very safe,” with the ability to fully express oneself being “one of the things that was appealing about TMU.”

This sense of inclusion also manifested in open cultural and religious expression. Participants described freely organizing and participating in events such as a “Rosh Hashanah event at the office” and Passover activities with colleagues – practices that were normalized and supported within the campus environment.

More broadly, TMU was characterized as a deeply multicultural space where difference was not a barrier to belonging. One Muslim professor described it as “one of the most inclusive campuses that I have ever seen,” emphasizing that he “never felt that sense of exclusion” and could “not care about my religion, my background, my name.” The same speaker reflected on a campus culture in which diverse communities – “Jewish friends, Muslim friends, Buddhist friends” – “loved each other” and “really didn’t care” about differences, capturing what was seen as a core institutional value: “the whole point of TMU was that it’s such a multicultural environment that everybody is welcome.”

The Review received accounts such as this that depict a period in which the University’s ideals of inclusivity, multiculturalism, and belonging were not only articulated but actively experienced in practice, fostering a campus climate defined by openness, mutual respect, and full participation across identities.

2. Shift in Culture on October 7, 2023

Many participants described a significant change on campus beginning on October 7, 2023. They spoke of growing tension, division, and hostility within the University

community. One participant noted that “you can feel the sense of polarization” among students, reflecting a broader change in how people interacted with one another. Events and discussions that were once seen as ordinary university activities increasingly became sources of conflict, with people interpreting the same words, symbols, and events in very different ways.

Many Jewish students, faculty, and staff described October 7 as a turning point in their experience of campus life. Activities and expressions that were previously unremarkable became sources of discomfort or concern. One Jewish staff member explains that they “just stopped talking about anything Jewish” and “was just not comfortable,” emphasizing that “that has changed.” Activities that were previously routine expressions of identity are now avoided: “now I wouldn’t ever do that. Never.” The same individual describes a diminished sense of institutional support, stating that attempts to seek assistance were “not given the same grace or the same responsiveness or the same feeling that I could be all of who I am.”

Participants also described becoming more guarded in everyday interactions. Some spoke of uncertainty about how they are perceived by colleagues and peers, with one noting a persistent internal questioning – “what do you really think about us?” – and a resulting tendency to withdraw from open expression.

Numerous students, faculty, and staff stated that they no longer feel safe openly identifying as Jewish. One Jewish lecturer said, “I normally like to wear a necklace with a Jewish star; I will not wear it at TMU,” expressing that to do so would “feel incredibly unsafe” because “I would be very afraid that I would be physically assaulted, and definitely verbally assaulted, and I’m not going to take the risk.” They explained that they “really do deny my identity on campus”.

Participants also described taking precautions around events connected to Jewish life. One speaker explained that a plan to hold a Shabbat dinner – “a simple dinner, nothing political” – involves a careful risk assessment of who is invited and what information about the event is released ahead of time, to “strategize to make sure it’s safe”.

While TMU previously acknowledged and celebrated the diversity of its community through gestures such as sending messages to the Jewish community for Rosh Hashanah, for example, participants report that such practices have ceased, which

they interpret as a sign of declining inclusion. One Jewish professor observed that, although TMU continues to recognize other communities – for example, by sending greetings for Lunar New Year – it now appears to treat expressions related to the Jewish community as “taboo.”

Many Jewish participants also expressed frustration that they did not feel their concerns were recognized in the same way as those of other groups. Several stated that they had been told that Jews were not considered an equity-deserving group and believed this contributed to a lack of targeted support and recognition of anti-Jewish discrimination.

A number of Jewish students, staff, and faculty described experiencing or witnessing incidents they understood as antisemitic following October 7, 2023. Participants recounted seeing antisemitic graffiti in campus washrooms and common areas, including symbols and messaging found threatening. Some described incidents of harassment in public or campus-adjacent spaces, including being spat on, verbally targeted, or having objects thrown at them. One participant described an incident in which spoiled milk was thrown toward visibly Jewish individuals by a masked individual, which they experienced as both degrading and intimidating.

The Review was given multiple examples of some of the events and actions experienced by many Jewish community members as antisemitic:

Militant imagery and symbolism

Several participants described concern about imagery they associated with armed militancy, violence, or October 7, particularly when displayed in student organizing spaces. Examples raised included:

- individuals wearing Hamas-style headbands and dressed in militant or combat-style clothing;
- one Jewish professor arrived for a planned student-faculty photo session and some students were wearing Hamas badges. When the professor objected, the professor was told “well, then, you’re not going to be able to participate”; and
- materials distributed at campus events depicting automatic weapons (AK-47-style rifles), slogans such as “SMASH ZIONISM”, paraglider imagery associated by many Jewish participants with the October 7 attacks, images of Layla Khalid (notorious for hijacking a civilian airplane), messaging framed under “resistance”, and references to “storm of the intifada.”

Participants often described this imagery as especially distressing because it was interpreted as referencing violence directed toward Israelis and, by extension, Jewish community members.

Social media targeting and public shaming

A recurring concern was the extensive use of social media to identify, shame, or target individuals and groups. Examples described included:

- Posters, pamphlets, and online postings of Jewish student leaders with inverted red triangles over their heads;³⁴
- manipulated videos of confrontations posted publicly after encounters;
- calls for removal of SSI-TMU as a student organization for hosting “war criminals.”

Some Jewish participants described fearing that appearing at events, speaking publicly, or being visibly associated with Jewish organizations could lead to online targeting or reputational harm.

Intimidating interpersonal encounters

Participants also described incidents experienced as direct harassment or intimidation. Examples included:

- spoiled milk thrown at Jewish students while tabling;
- spitting at visibly Jewish individuals;
- verbal harassment;
- filming and posting of Jewish students and staff during campus interactions;
- chants or demonstrations directed at Jewish spaces;
- antisemitic graffiti in campus washrooms;
- statements that violence towards Zionists is justified;

³⁴ The inverted red triangle became widely associated with Hamas’ military propaganda videos, where it was used to mark Israeli targets immediately before attacks. However, see also the discussion in *University of Toronto (Governing Council) v. Doe et al.*, 2024 ONSC 3755 at para. 102 for another interpretation of the red triangle.

- aggressive confrontations near events or tables.

Several participants described these incidents as producing a sense of hypervigilance, causing them to alter routes through campus, stop wearing visible Jewish symbols, or avoid participation in Jewish events.

Educator statements

The Review was also given multiple examples of statements reportedly made in classrooms, faculty-led seminars, and educational spaces that many Jewish participants experienced as antisemitic, dehumanizing, or normalizing hostility toward Jewish people:

- denial or minimization of the Holocaust (for example, reducing the number of Jewish people killed, or equating the Holocaust to “discrimination” against Jewish people);
- statements such as “academic power is rooted in Jewish supremacism” and it needs to be “rooted out of academia;”
- discussion of “how much violence we are willing to engage in” to support pro-Palestinian students and activism; and
- discussions that imply that violence against Jewish children is acceptable if the parents are perceived to support Israel.

Several participants described these statements as particularly troubling because they were reported to have occurred in educational settings led by faculty or within spaces intended to foster learning, contributing to diminished trust in classroom neutrality and concerns regarding the safety and inclusion of Jewish students.

PART VIII: THE INSTITUTIONAL ROLE OF THE UNIVERSITY

A. Institutional Neutrality

Universities exist to support teaching, research, inquiry, and debate. Their role is to provide a forum in which contested political issues may be examined, challenged, and debated freely. Institutional neutrality protects that role by ensuring that the university itself does not become an ideological actor.

In this context, TMU must remain vigilant in staying true to its mission, true to freedom of expression and freedom of association, and prepared to enforce its Codes of Conduct consistently and fairly. In doing so, the University cannot endorse or advance the demands of one group when doing so would immediately disadvantage another.

This understanding of the university's role is well established. In 1967, the University of Chicago commissioned Harry Kalven and a faculty committee to prepare a statement on the university's role in political and social action. The resulting Kalven Report articulated a conception of the university's role that remains highly relevant today. The report described the mission of the university as follows:

“The discovery, improvement, and dissemination of knowledge. Its domain of inquiry and scrutiny includes all aspects and all values of society. A university faithful to its mission will provide enduring challenges to social values, policies, practices, and institutions. By design and by effect, it is the institution which creates discontent with the existing social arrangements and proposes new ones. In brief, a good university, like Socrates, will be upsetting.”

Institutional neutrality means that universities generally avoid taking positions on political and social issues unless those issues directly affect the university's core mission or operations. The purpose of neutrality is not indifference. It is to preserve the conditions necessary for intellectual freedom, scholarly independence, and robust debate among students and faculty.

As the Kalven Report states, the university “is the home and sponsor of critics; it is not itself the critic.” The university's obligation is to create and sustain an environment in which members of the community are free to advocate, dissent,

criticize, organize, and debate. That obligation is compromised when the institution itself adopts official positions on contested public issues.

This principle is particularly important considering the ongoing violence and humanitarian crisis affecting Israelis and Palestinians. Members of the TMU community have experienced profound grief, fear, alienation, and anxiety in response to these events. Jewish students have reported experiences of antisemitism and exclusion; Palestinian, Arab, and Muslim students have reported discrimination, hostility, and marginalization. Universities have a responsibility to support all affected students, uphold campus safety, enforce anti-discrimination policies, and ensure that members of the community are able to participate fully in academic life without harassment or intimidation.

Supporting students affected by conflict is different from taking a position on the conflict itself. Universities may appropriately express empathy, condemn hatred and discrimination in all forms, provide mental health and security supports, and reaffirm commitments to academic freedom and respectful dialogue. Institutional neutrality does not prevent such actions. What it counsels against is the University itself endorsing particular political interpretations, movements, or policy demands concerning international conflicts.

Inherent in freedom of expression is the ability to foster many viewpoints, including viewpoints that others may find difficult or upsetting. In furtherance of this objective, universities provide a forum for the discussion of public issues and the examination of competing ideas. Faculty and students remain entirely free to participate in political action, advocacy, and social protest in their individual capacities, but the University itself must remain neutral. When the institution adopts the demands or political positions of one group, it risks suppressing or marginalizing the voices of others and undermining the conditions necessary for genuine intellectual diversity.

TMU has already articulated principles governing institutional statements that are consistent with institutional neutrality. TMU's "Guidelines on Institutional Statements" provide that the University may issue statements only where matters are "of direct impact to TMU," affect higher education, or implicate "the ability of TMU or other educational institutions to fulfill their mission of education and research." Where events fall outside those criteria, the guidance states that "the University will

not comment publicly or issue statements” and will instead focus on supporting affected members of the community through appropriate services and outreach. The guidance further affirms that, in keeping with academic freedom, faculty and students may express views in their individual capacities, but those views should not be represented as statements on behalf of the University or its academic units. These principles reflect an institutional recognition that the university’s role is to support open inquiry and diverse expression rather than adopt collective positions on contested political matters. Consistent application and enforcement of these existing policies is therefore important to maintaining institutional credibility, fairness, and trust across the TMU community.

These principles are especially relevant in relation to demands that the University adopt Boycott, Divestment, and Sanctions (BDS) measures or formally adopt the term “anti-Palestinian racism” as an institutional framework or governing concept.

With respect to BDS, institutional neutrality requires caution because divestment and boycott initiatives are not politically neutral administrative decisions. They are institutional acts that communicate a political judgment about a contested international issue. Calls for BDS frequently extend beyond investment decisions to include academic boycotts, restrictions on partnerships with Israeli institutions, exclusion of vendors or employers connected to Israel, and limitations on engagement with scholars affiliated with Israeli universities or organizations. Such measures risk undermining the University’s commitments to academic freedom, open inquiry, and international scholarly exchange. They also have historical precedents that are highly offensive to many Jews.

The same concern applies to demands that the University formally adopt the term “anti-Palestinian racism” as an institutional framework. Universities should unequivocally oppose discrimination, harassment, and exclusion directed at Palestinians, Arabs, Muslims, Jews, Israelis, or any other members of the University community and existing human rights, anti-discrimination, and harassment policies should be applied consistently and fairly to protect all students and employees. However, the Review does not recommend that TMU adopt the political positions or policy demands advanced by any particular advocacy group.

Some participants argued that terms such as “anti-Palestinian racism” are understood differently by different people and carry political as well as descriptive meanings.

When a university formally adopts such terminology, however, it risks signalling endorsement of a particular political framework instead of preserving space for open academic inquiry and debate about these issues.

This protection is especially important within academic units themselves. Institutional neutrality should extend to central university leadership as well as faculties, departments, schools, centres, and institutes acting in their official capacities. When academic units issue official political statements on contested matters, they may unintentionally create the impression that dissenting viewpoints are unwelcome or inconsistent with the values of the unit. Faculty and students who disagree may reasonably feel pressure to remain silent or self-censor.

The Kalven Report recognizes this danger directly in observing that the instrument of criticism and dissent within the university is “the individual faculty member or the individual student.” Universities exist to support those individuals in pursuing inquiry and debate, not to resolve contested political questions institutionally on their behalf.

B. Academic Organizations

Official statements by academic departments raise similar concerns. While departments may appropriately support affected students, affirm academic freedom, condemn discrimination, and encourage open dialogue, official departmental statements on contested geopolitical issues risk creating the impression that the department has adopted a particular political position. This concern is heightened where such statements adopt particular interpretations of disputed events, advocate institutional action, or align the department with particular activist movements or policy demands. Faculty and students who disagree may reasonably feel pressure to remain silent or self-censor.

For example, the TMU Department of Sociology’s April 2024 “Statement on Academic Freedom and Critical Pedagogy in the Face of Global, National and Local Conflict” contains both appropriate affirmations of academic freedom and support for affected students, as well as collective departmental endorsements of contested political characterizations and institutional demands relating to Israel and Palestine. The statement therefore illustrates the tensions that arise when academic units

engage in official political position-taking on matters of profound public controversy.

Concerns were also raised regarding the use of official communication channels by academic organizations to circulate political statements reflecting one perspective on contested events, while declining to circulate alternative viewpoints. Following the November 5 incident, for example, the TMU Faculty Association (TFA) circulated a message from F4P in support of the protesters while declining to distribute a response from a member of the Jewish Employee Community Network supporting the Jewish students who had gathered privately. Some participants expressed concern that such communications reflected the views of only a portion of the faculty membership and extended beyond what they understood to be the representative role of a faculty association. Several argued that when faculty-affiliated bodies publicly endorse one side of a highly contested issue it can create the impression that certain political perspectives are favoured over others. Participants worried that this discouraged open disagreement and contributed to a perception that concerns regarding antisemitism, for example, were not receiving equal recognition. Some participants also believed that such decisions and communications contributed to a broader sense of exclusion felt by some Jewish students and faculty members.

Similar concerns arose in relation to a “Teach-In for Palestine” held in the fall of 2023. The event was promoted through the TFA and circulated on a TMU research distribution list. Promotional materials included the phrase “From the River to the Sea.” Before the event, a faculty member wrote to the organizers and the TFA expressing concern that many Jewish people understand that slogan as calling for the elimination of the State of Israel and its Jewish inhabitants. The faculty member encouraged the organizers to use the event to promote education, foster greater understanding of differing perspectives, and present a more inclusive discussion of the issues, but she did not receive a response. The event proceeded with sponsorship from, among others, the TFA Equity Committee. Speakers advanced contested political positions, including that Hamas should be regarded as a resistance movement rather than a terrorist organization and that the events in Gaza should be characterized as “genocide” rather than as a conflict. For some participants, the use of University-affiliated communication channels and faculty sponsorship to promote an event presenting a single political perspective reinforced concerns that

institutional resources were being used in a manner inconsistent with the University's commitment to institutional neutrality.

Institutional neutrality is not indifference. Universities should speak clearly against discrimination, harassment, and violence and should protect academic freedom and freedom of expression. They should not, however, take official positions on contested political questions.

Students, faculty, and staff remain free to personally advocate passionately for any lawful political cause. The University's responsibility is different. It is to ensure that people holding competing views are equally free to express, challenge, and debate those views without the institution itself favouring one side over another.

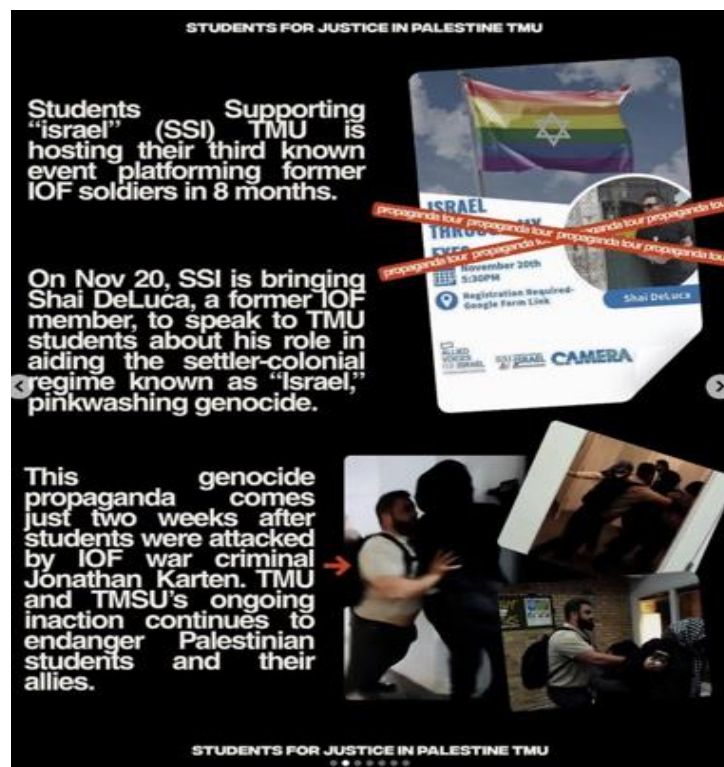
C. Speakers Associated with Foreign Militaries and Controversial Political Actors

The Review heard submissions expressing concern regarding student groups hosting speakers affiliated with foreign militaries, particularly in relation to ongoing armed conflicts marked by significant civilian suffering and political polarization. A recurring concern raised by some students and advocacy groups – especially those aligned with or supportive of Palestinian advocacy efforts – was the invitation of former Israeli military personnel to campus events organized by groups such as SSI-TMU. Critics, including members of SJP-TMU and its allies, argued that hosting foreign military representatives in a student setting is not only a violation of the Code of Conduct, but amounts to political propaganda and the platforming, normalizing, and legitimizing of individuals they view as “war criminals” and guilty of “genocide.”

Participants emphasized that their objections were not merely political disagreement with Israeli government policy. They arose from a belief that the invited speakers had directly participated in military actions against Palestinians or represented institutions responsible for profound suffering experienced by Palestinians and their families. Several participants described experiencing such events as celebrations or legitimization of violence inflicted upon their communities and argued that the presence of military speakers associated with ongoing conflict carried a fundamentally different significance than ordinary political or academic programming. These concerns were not limited to emotional or psychological

distress, though many students reported experiencing events featuring IDF-affiliated speakers as “retraumatizing,” “threatening,” and “communal harm,” particularly where they had personal, familial, or cultural ties to violence abroad. Some students described these events as uniquely harmful because, in their view, they involved individuals perceived not simply as commentators on conflict, but as participants in it. Student advocates also argued that such events should not be treated as politically neutral or protected campus discourse without scrutiny, contending that universities routinely place conditions on programming and therefore should intervene in cases involving controversial military actors.

The Review heard that SJP-TMU and other student organizers engaged in sustained efforts to pressure TMU administration to intervene and prevent talks by speakers associated with the IDF, including future Combat on Campus speakers and Shai DeLuca, a Toronto-born former IDF soldier who regularly speaks on university campuses. They have also sought for TMSU to ban SSI-TMU as a sanctioned campus group for holding these events. The Review itself was contacted by SJP-supporters in an effort to have the Review intervene to block SSI-TMU from hosting an IDF soldier off campus. SJP-TMU made a series of postings about the proposed talk by DeLuca, including those below.



STUDENTS FOR JUSTICE IN PALESTINE TMU

TMU KEEPS ON HOSTING WAR CRIMINALS

The events hosted by SSI TMU, like the Combat to Campus tour and the upcoming Shai Deluca talk, platform war criminals and perpetuate racist propaganda. They promote settlement in occupied Palestine, enlistment in the iOF, and normalize genocide.

Recruiting for foreign armed forces is a crime under Canadian law and a violation of TMSU policy. Normalizing genocide and supporting settler colonialism dehumanizes Palestinians, ignores their suffering, undermines human rights, and morally corrupts our university campus.

TMU and TMSU have failed to take action against these abhorrent events and the groups hosting them.



ELI WININGER, iOF SQUAD COMMANDER

ISAAC LUTBAK, iOF SHOOTER

STUDENTS FOR JUSTICE IN PALESTINE TMU

TMU is a colonial institution hiding behind a "progressive" façade while allowing the terrorist butchers of Palestinian men, women, and children to roam around our educational spaces.

TMU and TMSU have platformed the individuals responsible for the bombing, starvation, and displacement of students', faculty's, and staff's family members and loved ones in Palestine, Lebanon, and Iran.

Students have been assaulted by both iOF soldiers and TMU security for voicing dissent against the normalization of genocide. These events are not isolated incidents, but a component of a broader pattern of Anti-Palestinian racism, disregard for student safety, and support for Israeli aggression at TMU.

STUDENTS FOR JUSTICE IN PALESTINE TMU

Acceding to demands to prohibit or restrict these events solely because a speaker is politically controversial or affiliated with a foreign military would raise serious concerns for freedom of expression and viewpoint neutrality on campus. While student groups remain free to criticize, protest, or oppose invited speakers, allowing organized pressure campaigns to determine who may speak risks creating an environment where contentious viewpoints are effectively silenced through political opposition rather than debated openly.

In this context, SSI-TMU – like any other student organization – should generally retain the ability to invite speakers whose perspectives align with its mission, including speakers’ others may strongly disagree with. Universities are not neutral because they exclude controversy; they are neutral when they permit competing perspectives to be expressed, challenged, and debated. Preventing SSI-TMU from hosting former military personnel or politically controversial speakers simply because some students object to their views or affiliations would risk establishing a precedent under which any organized group could seek to disqualify speakers it finds objectionable, whether Palestinian, Israeli, activist, diplomatic, or academic.

A university committed to expressive freedom should be cautious not to reward what is often described as a “heckler’s veto,” where protests, anticipated disruption, or political pressure become the basis for shutting down lawful speech. The preferred response, where legitimate safety concerns arise, is mitigation rather than prohibition: appropriate security, event planning, and clear conduct expectations that allow both invited speakers and peaceful protesters to exercise their rights simultaneously. In other words, students who oppose SSI-TMU’s programming should remain free to organize, protest, and criticize – but SSI-TMU should likewise remain free to invite speakers and hold lawful events without those activities being restricted because others oppose its views or threaten disruption.

PART IX: ANALYSIS AND CONCLUSION

TMU is a project grounded in equity, diversity, and inclusion while pursuing academic excellence. Faculty and staff are committed and want the University to succeed. We were impressed by the dedication of members of the administration as they sought to navigate the conflicts examined in this Report which threaten to overshadow these goals.

The campus protests concerning the Palestinian-Israeli conflict pose an exceptionally challenging problem for the administration. The protests pit one student group against another while the administration seeks neutrality. At times, this has led to inconsistent enforcement of conduct rules, giving rise to many of the concerns examined in this Review. We emphasize that senior administrators are dedicated professionals committed to the success of TMU. They have been required to navigate extraordinarily difficult circumstances, balancing the need to support students and advance the University's equity objectives while responding to intense and often competing demands arising from this conflict, all while maintaining institutional neutrality. The challenges they have faced are significant and, in many respects, unprecedented. We hope they will welcome these recommendations as an opportunity to strengthen institutional clarity, consistency, and trust across the University community.

The administration must be steadfastly grounded in its responsibility to preserve freedom of expression while responding promptly and consistently to violence, the threat of violence, discrimination and harassment.

The success of TMU depends on its ability to uphold these principles while fostering a university community in which people with profoundly different views can learn, work, and participate together. We wholeheartedly support TMU's efforts to achieve that goal. With that imperative in mind, we respectfully submit these recommendations.

Freedom of Expression

Two misconceptions permeated our dialogue with participants and the written submissions.

First, the misconception that protest rights exist without corresponding responsibilities. The frequent narrative is that protestors are sanctioned because they are protesting, not because of their conduct. Nothing could be further from the truth. The protected right is peaceful protest, not violence or the threat of violence, both of which must be met with zero tolerance.

Second is the misconception that discriminatory, intimidating, and harassing words and conduct are protected. The University has both a legal and institutional responsibility to protect students, faculty, and staff from intimidation, discrimination, and harassment.

Working from the “Draft Statement on Freedom of Expression, 2018”, TMU should update and revise its Statement on Freedom of Expression to expressly clarify that freedom of expression does not protect conduct that is intimidating, harassing, discriminatory, threatening, or that interferes with the lawful expressive activity of others. The revised statement should make clear that robust disagreement, political protest, and controversial viewpoints remain protected, while conduct that prevents others from participating in University life, attending events, speaking, learning, or expressing opposing views does not.

TMU should further adopt a free expression framework supporting peaceful protest. The framework should also address conduct that is not permitted, including, but not limited to:

- Violence of any form, including threats of violence;
- Discriminatory, harassing, intimidating or dehumanizing language or conduct, including through chants, signs or posters;
- Excessive noise resulting from megaphones, amplifiers or other technology that materially disrupts or prevents the continuation of University activities;
- Preventing or materially interfering with the speech of an invited speaker or lawful university event;
- Targeting individuals in their cars, offices, classrooms, or meetings;
- Affixing signs and posters that display discriminatory, harassing, intimidating or dehumanizing words or images;

- Protests that prevent attendance at, or participation in, or access to lawful University events or activities;
- Conduct that prevents others from exercising their own expressive rights;
- Intimidating, harassing, discriminatory, or dehumanizing conduct that falls outside protected expressive activity where it violates University policies or interferes with the rights and safety of others;
- Concealing one's identity through face coverings, except when worn for religious, health or accessibility reasons.

The University should expressly commit not to cancel lawful student group programming because another group may create security concerns or threaten disruption. Universities must resist a “heckler’s veto,” whereby anticipated disruption determines whether lawful speech may occur. The appropriate response to controversial speech is mitigation through education, planning, and security, not censorship.

The framework should also provide practical guidance for students, faculty, staff, and recognized student groups on the distinction between protected political expression, vigorous protest, and conduct that crosses the line into harassment, discrimination, intimidation, or interference with the expressive rights of others.

This portion of the report is not presently being made public, in order to protect the integrity and confidentiality of proceedings under TMU’s policies.

As always, a delicate balance is required when regulating conduct at the intersection of expressive freedom and discrimination and harassment. To achieve that balance, TMU must be alive to what is happening on campus and understand when words

and conduct become harmful. At that point, the administration must enforce the Codes of Conduct quickly, definitively, and transparently.

The University must recognize when the demands of one group are at the expense of another. Say no once and maintain institutional neutrality.

Enforcement

TMU should consistently enforce the Student Code of Non-Academic Conduct, relevant policies, and event protocols irrespective of viewpoint, political affiliation, or identity. The Review identified repeated failures to enforce existing rules concerning harassment, intimidation, event disruption, interference with expressive activity, and online conduct. Inconsistent enforcement contributed to a perception that disruptive or discriminatory conduct would be tolerated if politically motivated.

A review of the complaint procedure should be undertaken to revise, simplify, and expedite the process. We recommend a streamlined complaint process with a designated individual assigned to provide timely and definitive responses. This should be combined with education and training to assist in identifying discrimination and other prohibited conduct on campus.

Regulation and accountability over student groups

TMU should review and strengthen its governance framework for recognized campus groups to ensure that the University has clear authority to regulate conduct connected to University life, events, and student safety. The Review identified uncertainty regarding the extent to which the University can impose behavioural expectations or consequences on campus groups whose conduct adversely affects members of the University community or undermines University operations.

As a condition of recognition, campus groups should be required to agree to and reaffirm compliance with the Student Code of Non-Academic Conduct, University policies, event protocols, and applicable expectations concerning protest, harassment, online conduct, and interference with expressive activity. Recognition agreements should expressly clarify that group activities (including off-campus activities with a sufficient nexus to University life, events, or student safety) may give rise to University oversight and consequences.

The University should also clarify expectations regarding the conduct of student organizations using TMU's name, branding, or affiliation in public communications

and online activity. Groups publicly identifying themselves as TMU-affiliated organizations should be expected to conduct themselves in ways consistent with University policies and community standards, while remaining free to engage in lawful political advocacy and expression.

Policy on online conduct and digital harassment

TMU should provide clearer guidance concerning online conduct. Students and recognized campus groups should understand that online activity connected to University life (including harassment, intimidation, doxxing, targeted filming, and coordinated online targeting) may fall within University jurisdiction where it adversely affects student safety, participation, learning, or work.

The University should establish a mechanism for reporting online harassment connected to University life and clarify expectations for recognized campus groups using TMU-affiliated branding.

Address antisemitism by recognizing it

Discrimination against Jews must be recognized to be addressed. Antisemitism has been called a “crisis” in Canada.³⁵ TMU has not been immune from the national rise in antisemitism. Much of the conflict on campus stems from (i) a lack of understanding of Zionism, and (ii) a lack of appreciation that the recognition of Jewish indigeneity and the right of Jewish people to self-determination in the land of Israel does not negate the right of self-determination for Palestinians.

This is at the center of why we recommend that TMU adopt the IHRA definition. It provides the clearest guidance on what is and what is not antisemitic. It clarifies what is permissible political speech and what is discriminatory. The definition has been adopted by Canada, all its provinces, 45 countries, several cities, universities, sports teams and others.

We recognize that this approach differs from that of the Honourable J. Michael MacDonald, who released an External Review Report in May 2024. That Review undertook a Complaint Resolution Process with respect to a letter dated October 20, 2023, written by some TMU law students. During that Review, the issue of antisemitism was raised and considered. While we have carefully considered the

³⁵ Prime Minister Carney, Ibid.

MacDonald Report and its reasoning, we respectfully reach a different conclusion on the question of the appropriate framework for identifying antisemitism. The MacDonald Report did not adopt the IHRA definition of antisemitism. For the reasons set out in this Report, we recommend that TMU adopt it.

We do so for several reasons:

- In the two years since the MacDonald Report, antisemitism at TMU has increased. A less restrictive approach to antisemitism is not working. Without the guidance of IHRA, Jewish people at TMU have less protection from antisemitism than the rest of Canada. The initiatives recommended by the MacDonald Report have not been adopted, nor have they achieved the desired result. Antisemitism has surged.
- We do not agree that intent is a required element for discrimination. Human rights jurisprudence has consistently held that intent is not a necessary element when considering discrimination. It is the discriminatory result which is prohibited, not discriminatory intent.³⁶ While the overall context of what was said or done should be considered, antisemitism can and does exist in the absence of intent.
- There must be an appreciation that the recognition of Jewish indigeneity and the right of Jewish people to self-determination in the land of Israel does not negate the right of self-determination for the Palestinians.
- The failure to appreciate this contributed to the events of November 5, 2025.

This portion of the report is not presently being made public, in order to protect the integrity and confidentiality of proceedings under TMU's policies.

The redefinition of Zionism to incorporate genocide and the insistence that anyone who fails to actively support ant-Zionism is likewise culpable have contributed to an environment that has enabled antisemitism to flourish. The conduct has had a corrosive and intimidating effect. When speaking out against antisemitism, Prime Minister Carney said:

³⁶ *Human Rights Commission v. Simpson Sears*, [1985] 2 SCR 536, see also *Canada v. Mongrain*, [1992] FC 472, *Robichaud*, [1987] 2 SCR 84, *Basudde v. Canada (AG)* 2002 FCT 782.

“When you come to Canada, you bring your faith, your tradition, your language, your story. You leave behind your wars and your animosities.”

He has called this the “Canadian covenant.”

Sanctions for impermissible conduct

Administrative processes are not understood and take so long that sanctions, if any, go unnoticed. There should be an immediate response. For example, signs should be removed and misconduct should be addressed, immediately.

TMU has a list of responsive options, from temporary to permanent expulsion. Prevention, however, is preferable to discipline. TMU should implement mandatory education for all incoming students addressing:

- Respectful dialogue
- Appropriate expression
- Conflict resolution
- Codes of Conduct
- The requirement for self-identification, which includes no face covering except for religious or health reasons.

This portion of the report is not presently being made public, in order to protect the integrity and confidentiality of proceedings under TMU's policies.

This portion of the report is not presently being made public, in order to protect the integrity and confidentiality of proceedings under TMU's policies.

Handling complaints

There was a wide-ranging sense that it was useless to file a complaint about discriminatory conduct on campus. The impression was that the complaint gets tied up in administrative processes and then lost. This has eroded trust in the system generally.

A review of the complaint procedure should be undertaken to revise, simplify, and expedite the process.

Role of Faculty

A review should be undertaken to consider the role of faculty in political activism.

Campus Security

We were impressed with the professionalism and dedication of campus security, particularly as they have been operating in a milieu of intense conflict. With a clear understanding of acceptable conduct among students, staff, faculty and security, and swift enforcement of University policies, there will be no need for complicated risk assessments in order to authorize an event on campus. It appears that there is little enforcement by the administration and security is blamed.

Identification

The University's policy on producing identification should be strengthened. This should operate in tandem with discussions about protest. If a person feels strongly enough about an issue to stand up and protest, it is incongruous to do so anonymously, for example, by covering their faces.³⁷

Mandatory Orientation and Education

Based on what we heard, it would be naïve for the Review to recommend that SSI-TMU and SJP-TMU engage in dialogue.

SSI-TMU repeatedly told us that they would welcome an opportunity to respectfully discuss issues with SJP-TMU. They said that if only they saw us as fellow humans there could be the path. This was particularly the view of Jewish students, faculty and staff who sympathize with the Palestinian students.

In contrast, SJP-TMU and its supporters repeatedly stated that they would not be amenable to discussion. This view was most emphatically put forward by the Toronto Students in Solidarity with Palestine as follows:

During a time of deep suffering and pain for Palestinians and their allies, Palestinians remain entitled to their right to refusal, to refuse to engage with colonial systems and speak with organizations they feel disregard their very humanity (such as SSI). SSI has repeatedly demonized and

³⁷ Except for religious or health reasons.

dehumanized Palestinians, thus, any attempt to force Palestinians to engage with this racist and hateful student group is beyond disrespectful.

Similarly, Professor Sealy-Harrington submitted as follows:

To be clear, my point is not that you must agree with the theory of normalization outlined above. I am simply sharing it with you so that you understand how requiring – or even just promoting – “dialogue” amongst students to work through “polarization” on an active genocide will not work and is not neutral. It will not work because devoted Zionists and anti-Zionists have fundamentally distinct worldviews, and the ultimate purpose of education is introspection, not indoctrination – we develop students’ critical thinking, rather than forcing ideological conformity. Further, promoting dialogue is not neutral. As Zionism continues to collapse, “dialogue” initiatives have already become an intentional strategy of pro-Israel activists who are seeking to normalize Israel during an unprecedented period of its belatedly recognized abnormality as a modern settler colonial—and thus, genocidal state.

To overcome this impasse, we recommend that TMU engage experts to lead mandatory sessions. We were impressed with the work of Raja Khouri and Jeffrey Wilkinson in their project “Transformational Conversations.”³⁸ When a similar program by the same authors was attempted by TMU, but was not made mandatory, it was poorly attended by SJP-TMU supporters.

The Vice-President Equity and Community Inclusion has prepared and presented programmes dealing with discrimination and respectful dialogue. The office should be provided with the resources to provide these initiatives more broadly.

All incoming students should be required to attend orientation sessions that outline expectations regarding conduct related to University life, whether in person on campus or in online environments. The education should address the distinction

³⁸ Palestinian and Jewish Canadians in Transformational Conversations, Wilkinson, Khouri, Perez, March 2026, https://orgsite.cdn.prismic.io/orgsite/aa87E1xvIZEnjgIn_HopeforaSunrise-Final-Digital.pdf

between valid political protest and discriminatory and harassing conduct. In our view, this is not indoctrination by education.

PART X: SUMMARY OF RECOMMENDATIONS

In summary, the Review recommends:

- revision of TMU's "Statement on Freedom of Speech" to expressly prohibit intimidation, harassment, discrimination, and conduct that interferes with the expressive rights of others, together with a comprehensive campus free expression framework and a review of the relationship between academic freedom, faculty political advocacy, and professional responsibilities;
- adoption of clear, content-neutral expectations governing protest, disruption, demonstrations, event safety, identification requirements, and participation in lawful University activities, together with reforms to ensure that lawful events are not denied or cancelled because of anticipated opposition or disruption;
- consistent enforcement of TMU's Student Code of Non-Academic Conduct and related University policies, together with stronger accountability mechanisms for recognized student organizations, timely sanctions for misconduct, and University review where collective conduct violates University standards;
- that TMU recognize that discrimination against Jews manifests through opposition to Zionism and, therefore, TMU should adopt the International Holocaust Remembrance Alliance (IHRA) working definition of antisemitism as an educational and policy framework, while affirming that criticism of Israeli government policy remains protected expression;
- improved regulation of online harassment, intimidation, doxxing, targeted filming, and other online conduct connected to University life;
- a streamlined and accessible complaint process supported by timely decision-making and clear accountability;
- visible and timely responses to misconduct, supported by appropriate sanctions where necessary; and
- enhanced mandatory orientation and ongoing education concerning respectful dialogue, freedom of expression, discrimination and harassment, conflict resolution, and the rights and responsibilities of members of the University community.

CONCLUDING REMARKS

We thank TMU's administration for providing us with the support and access necessary to conduct an independent review. We are also grateful to the many students, faculty, staff, and community members, both within and beyond TMU, who met with us, shared their experiences, and submitted thoughtful contributions. Throughout our work, we have been mindful of the pain, frustration, and divisions that exist within the university community. We recognize that there is genuine hurt at TMU. At the same time, we have been struck by the commitment, goodwill, and dedication of those who care deeply about the institution and its future. We are confident that the wisdom, resilience, and collective efforts of the TMU community will guide the university through this period and toward a future in which its mission and values are fully realized for all.

APPENDIX 1

Terms of Reference

The following Terms of Reference define the engagement of the External Reviewer for Toronto Metropolitan University (“TMU”):

Part A: Investigation

1. On November 5, 2025, an event, “Triggered: From Combat to Campus”, organized by a student group and held external to TMU’s campus, was disrupted (the “Off-Campus Disruption”).
2. On November 12, 2025, TMU received a complaint under the Student Code of Non-academic Conduct (the “Code”) and the Discrimination and Harassment Prevention Policy (the “Policy”), concerning the Off-Campus Disruption (the “Complaint”).
3. The External Reviewer may be designated under the Code, the Policy, or both to consider the Complaint in accordance with the applicable Procedures and make recommendations under applicable TMU policies (collectively, the “Investigation”).
4. The External Reviewer shall provide any findings and recommendations to the Vice Provost, Students (the “Decision Maker”).
5. The Decision Maker may extend the timelines set out in the Code and Policy, as provided for in s.15 of the Code, if requested to do so by the External Reviewer, and if doing so is appropriate in the Decision Maker’s judgment.

Part B: External Review Report

6. On September 19, 2025, a Dais Democracy Forum event at the George Vari Engineering and Computing Centre was disrupted (the “On-Campus Disruption”). During the On-Campus Disruption, TMU Community Safety and Security made an arrest of a TMU Student (the “Arrest”).
7. The External Reviewer shall be appointed to consider the On-Campus Disruption and the Arrest, and provide to the Vice President, Administration and Operations, a

fair, accurate and impartial account of the events in the External Review Report (as defined below).

8. Upon completion of any Investigation under Part A and the fact-finding described in Paragraph 7 the External Reviewer shall make a report to the Vice President, Administration and Operations, concerning the Off-Campus Disruption and the On-Campus Disruption, as well as TMU's policies, procedures, and practices with respect to expression, campus safety and security, in particular in relation to events and activities on and off campus, and the External Reviewer's recommendations in respect of the same (the "External Review Report").

9. The External Reviewer shall have due regard to the confidentiality provisions under the Policy and Code in preparing the External Review Report.

The External Reviewer shall determine, in consultation with the Office of General Counsel, the reasonable legal and other expert support services required for the Fact Finding, any Investigation, and the External Review Report.

At all times the External Reviewer shall endeavour to apply the highest standards of legal reason and respect for TMU's Mission Statement.

APPENDIX 2

Policy 61: Student Code of Non-Academic Conduct

1. Purpose

Toronto Metropolitan University's ("the University") Policy 61: Student Code of Non-Academic Conduct ("Student Code") is the foundational policy that governs non-academic student conduct at the University. The values that underlie the Student Code align with the University's values (found in the University's Academic Plan and other related University policies). For example, one of the values found in the University's Academic Plan is to support people and community within a culture of mutual respect. In alignment with that value, the purpose of the Student Code is to provide education and support to students pertaining to community standards for non-academic conduct, and, where necessary, hold students accountable if they breach these community standards.

The Student Code will achieve this purpose by:

- Outlining community standards for non-academic student conduct that uplifts the University as a learning, teaching, living, research, and work environment where the rights and responsibilities of University community members are respected.
- Outlining the importance that appropriate supports are offered to University community members impacted by behaviour that breaches community standards and to respondents involved in a complaint resolution process under the Student Code.
- Outlining a procedurally fair and trauma-informed complaint resolution process for responding to complaints of a breach of community standards, and identifying proportionate accountability measures where a breach of community standards is found.

2. Introduction

The Student Code is educational:

- It provides guidance regarding the University's expectations of appropriate student non-academic conduct.

- It builds awareness and understanding of the University's community standards, and it defines what non-academic conduct negatively impacts the safety and wellbeing, rights, and property of others.

The Student Code is supportive:

- It recognizes that student conduct that breaches the Student Code can impact the wellbeing of University community members and it highlights the importance of support for University community members.
- It recognizes that students who cause harm may require assistance and support while participating in the complaint resolution process and in order to uphold community standards at the University.
- It ensures that the University is committed to responding to breaches of the Student Code from an anti-oppression and trauma-informed approach to ensure that all University community members are treated with empathy, dignity, and care.

The Student Code ensures accountability and fairness:

- It outlines in its Procedures a procedurally fair complaint resolution process for responding to alleged breaches of the Student Code, including alternative resolution, or investigation and decision-making.
- Where a breach of community standards has been found after an investigation and decision-making, accountability measures proportionate to the breach will be assigned, and where appropriate, will be educative rather than punitive.

3. Application and Scope

The Student Code applies to the non-academic conduct of students, University-affiliated student groups, and students who may also be accountable for the conduct of their guests, while:

3.1. On-Campus The Student Code applies to all student conduct that takes place on University premises.

3.2. Engaging in University Related Conduct Off-Campus

The Student Code applies to all student conduct off-campus when engaging in University-related activities, including:

- When acting as a delegated representative of the University or when claiming to represent the University.
- When attending a University course, including, but not limited to, an organized class activity, co-op, and experiential learning opportunities.
- When participating in a University event, activity, or program.

3.3. Engaging in University Related Online Conduct

The Student Code applies to all online student conduct when students are using University-related information technology platforms and infrastructure or engaging in other University-affiliated online environments, including, but not limited to:

- University-owned or run property or equipment, including but not limited to phones, computers, and computer networks.
- University email accounts and online learning platforms including discussion forums and meeting spaces.
- University-affiliated social media accounts.
- Social media platforms or online communication groups created and used by University Community members for the purposes of participating in University-related activities, such as students in program, course, or study groups or extra-curricular activities.

3.4. Engaging in Non-University Related Off-Campus and Online Conduct

The Student Code may also apply to students who are alleged to have engaged in breaches of community standards in other circumstances, including, but not limited to:

- Off-campus.
- Online environments, including various social media platforms. In determining whether the Student Code applies to non University related off-campus and online conduct, the Student Conduct Office will consider all relevant factors, including:
- The nature of the alleged incidents and its connection to and impact on the complainant and the University community and the University's learning, teaching, living, research and work environments.

- Potential harm or risk to University community members.
- Other relevant contextual factors.

3.5. Change in Respondent Student Status

The Student Code's complaint resolution process may apply even if a student's relationship with the University changes or terminates. The complaint resolution process under the Student Code may be initiated, completed, or paused if the respondent is no longer a current University student.

3.6. Conflict with Collective Agreement

If a conflict arises between the provisions of the Student Code and Procedures and any relevant collective agreement, the terms of the collective agreement prevail unless the collective agreement is in conflict with the University's legislative obligations.

4. Definitions

4.1. Accountability Measure

An educational or disciplinary outcome applied if a breach of the Student Code is found.

4.2. Advocate

A person recognized by one of the University's student bodies (e.g. the Toronto Metropolitan Students' Union [TMSU], Toronto Metropolitan Association of Part-time Students [TMAPS], Toronto Metropolitan Graduate Students' Union [TMGSU]), or any other student group recognized by the University. An advocate may act as a support person or a representative as outlined under the Student Code.

4.3. Appellant

The person who requests an appeal to formally change the decision or accountability measure issued by a decision-maker under the Student Code.

4.4. Balance of Probabilities

The standard of proof to support a finding that the alleged breach of community standards is more likely than not to have occurred.

4.5. Breach of Community Standards

A finding by a decision-maker that the respondent's conduct has not met the University's community standards.

4.6. Business Day

All weekdays, excluding University closures and statutory holidays.

4.7. Complaint

A report to the Student Conduct Office of an alleged breach of community standards under the Student Code that initiates a complaint resolution process.

4.8. Complainant

The person filing the complaint of an alleged breach of community standards under the Student Code. In appropriate circumstances, the University may act as the complainant.

4.9. Decision-Maker

The role responsible for making the decision as to whether there has been a breach of the community standards, and to assign appropriate accountability measures where a breach has been found. The Student Conduct Specialist; the Executive Director, Student Affairs; or the Vice-Provost, Students, or their designate, may act as the decision-maker.

4.10. Interim Measure

A temporary measure put in place to protect the complainant, the University community, and the integrity of the investigation and decision-making process. Interim measures are non-disciplinary and without prejudice to the ultimate outcome of the complaint resolution process. The decision to extend an interim measure of suspension may be appealed as outlined in the Procedures.

4.11. Investigator

The role responsible for collecting evidence, making findings of fact and analysing whether the facts constitute a breach of the Student Code.

4.12. Parties

The complainant and the respondent.

4.13. Representative

A person who assists either party at an appeal before the Senate Appeals Committee (“SAC”). A representative may be a paralegal, lawyer, advocate, or any other person.

4.14. Reprisal

Retaliating or threatening or attempting to retaliate against a person for filing a complaint under the Student Code, cooperating with or participating in a complaint resolution process or otherwise pursuing their rights under the Student Code.

4.15. Respondent

The student alleged to have breached the Student Code.

4.16. Restitution

Compensation by way of a sum of money, material replacement, or services rendered to cover the losses or damages from a breach of the Student Code.

4.17. Restorative Justice

A form of alternative resolution, restorative justice approaches include processes such as facilitated discussions or circle processes. During such processes, those who have caused harm will actively engage in understanding the harm that was caused and its impact and all participants will participate in holding those who have caused harm accountable not only for their past actions but for shaping the future.

4.18. Student

Students include all currently enrolled students, including full-time and part-time undergraduate, graduate, postgraduate students, including G. Raymond Chang School of Continuing Education students, Lincoln Alexander School of Law students, the School of Medicine students as well as former students if they were enrolled at the time of the alleged breach of the Student Code.

4.19. Student Group

Student organizations including student governments, societies, clubs, and groups.

4.20. Toronto Metropolitan University Community Members (“University community members”)

University students, faculty, staff, contractors, volunteers, and guests. Faculty includes tenure and tenure-track faculty, librarians, professional counsellors, limited term faculty, contract lecturers, as well as adjunct, clinical, and visiting faculty. Staff includes all non-faculty employees, including full-time, part-time, and casual employees and student-staff.

4.21. Toronto Metropolitan University Premises

Toronto or Brampton University campuses, limited to University care and controlled property, lands, buildings, and grounds either rented, leased, or owned for University use or using University-owned or run property or equipment (including, but not limited to, telephones, computers, and computer networks), or during online courses, meetings, and programs.

5. Values and Principles

5.1. Equity, Diversity, Inclusion, and Belonging

The University is committed to equity, diversity, inclusion and belonging. The University is a diverse community and each person's experiences are shaped by many factors, including intersectional identities, as well as history and lived experiences, including experiences of colonization, intergenerational trauma, systemic oppression and socioeconomic status.

The University is committed to ensuring that its education, support services, and complaint resolution processes apply an anti-oppression framework and a trauma and violence-informed approach recognizing the intersectional identities of each University community member.

5.2. Freedom of Expression

Freedom of expression is the cornerstone of education at the University and has its foundation in the Canadian Charter of Rights and Freedoms, which protects freedom of thought, belief, opinion and expression.

As outlined in the University's Statement on Freedom of Speech, the University unequivocally embraces the free exchange of ideas and the ideal of intellectual engagement within a culture of mutual respect. To achieve and sustain this ideal, University Community members must have freedom of thought and expression and the freedom to consider, inquire, and write or comment about any topic without concern for widely held or prescribed opinions.

The Student Code is not intended to inhibit freedom of expression. However, in exercising this freedom there is a responsibility on all University community members, including students, to respect the rights of others to a respectful learning, teaching, living, research and work environment at the University.

5.3. Commitment to Support for People Affected by Conduct that does not Meet Community Standards

The University is committed to supporting people who are involved in a complaint resolution process or who have been impacted by conduct that breaches the Student Code.

The University recognizes that each student's needs may be different. The Office of Student Care will work with students in determining their support and/or academic consideration needs and assist them in accessing those supports.

Workplace Wellbeing Services in Human Resources is available to coordinate support for impacted faculty and staff.

5.4. Accountability through Alternative Resolution (“AR”) or Accountability Measures

The Student Code is meant to ensure student accountability, whether through AR or assigned accountability measures. Where appropriate, the University encourages AR, which refers to a range of voluntary processes of complaint resolution that does not include investigation or decision-making.

In contrast, accountability measures are assigned by a decision-maker following an investigation. In assigning accountability measures, the decision-maker will follow the principles of progressive discipline which is premised on increasing accountability measures with repeated breaches of community standards.

Using both AR and accountability measures, the University seeks to educate, support, and hold students accountable for their actions.

5.5. Amnesty and Harm Reduction Principles

The University seeks to promote help-seeking behaviour and encourages students to reach out for assistance for themselves or others as needed. Because students' safety and wellbeing are a top priority, amnesty may be available to

students requesting assistance for themselves or for another person, and also for students for whom assistance was provided.

5.6. Alignment of the Student Code with Other University Policies and Statements

The Student Code is the foundational policy that governs non-academic student conduct at the University. In addition, students should conduct themselves according to the University's various policies and statements. For example: the University's educational mission and policies, the values stipulated in the University's Senate Policy Framework, the University's Academic Plan, the University's Statement of Student Rights and Responsibilities, the Discrimination and Harassment Policy, the Sexual Violence Policy, Policy 60: Academic Integrity and Residence Community Standards.

A student may also be an employee of the University, and in this case, employment policies may apply to their conduct.

6. Community Standards for Non-academic Student Conduct

Students are to comply with all municipal, provincial, and federal laws and any professional standards related to their course of study. The Student Code does not replace laws, regulations, professional standards, or other University policies. In some cases, the University may notify the police or relevant regulatory bodies if they become aware of alleged behaviors that are in breach of law or professional obligations.

Students at the University are expected to conduct themselves in a manner that supports the University as a learning, teaching, living, research, and work environment where the rights and responsibilities of all University community members are respected. Below is a non-exhaustive list of conduct that does not meet the University's community standards:

6.1. Violence, and/or Threats of Violence, to a Person's Physical or Mental Wellbeing

Engaging in behaviour that results in or has a high likelihood of physical or mental harm. Examples may include assault, hazing, and threats made in person or in the online environment.

6.2. Harassment

Engaging in a course of vexatious comment or conduct against a University community member that is known or ought reasonably to be known to be unwelcome. Typically, harassment involves a series of multiple incidents; however, a single egregious incident may, in some circumstances, constitute harassment. Examples may include a series of harmful remarks, gestures, actions, or contact; verbal abuse; non-verbal abuse; distributing malicious or untrue information; and harmful online posts or messages.

Sexual harassment and harassment based on the protected grounds outlined in the Ontario Human Rights Code are addressed under the University's Sexual Violence Policy and Discrimination and Harassment Policy, respectively.

6.3. Disrupting or Interfering with University Operations

Disrupting or interfering with a University class, examination, event, or operation which reasonably has a negative impact on the learning, teaching, living, research or work environment of University community members. Examples may include causing a dangerous situation; setting off a false fire alarm; providing false identification or documentation.

6.4. Damage to or Theft of University and Community Members' Property

Damaging, vandalizing, destroying, or stealing the property of the University or University community members. Examples may include misappropriation or unauthorized possession of University or personal property, or stealing a University community member's possessions.

6.5. Conduct that Breaches University Policies and Procedures

Breaching a directive in another University policy and procedure applicable to student behaviour. The Student Code's complaint resolution processes may be used to resolve allegations of a breach of another University policy, protocol, directive, or decision, where, for example, it does not contain a complaint resolution process or the accountability measures provided for in the other University policy would not be appropriate if a breach is found. Examples may include the Residence Community Standards; the Acceptable Use of Information Technology Policy; Smoking and Vaping Policy, and other Health and Safety directives; and the unauthorized use, duplication, falsification, or access to keys, OneCard, or spaces on campus.

6.6. Abuse of the Student Code or other University Policies

Not acting in good faith in relation to University policies. Examples may include making a frivolous, vexatious, or bad faith complaint; breaching confidentiality expectations; engaging in reprisal; breaching assigned interim measures and failing to comply with assigned accountability measures under the Student Code or another University policy.

7. Confidentiality and Privacy

Confidentiality is critical in creating a culture and environment where people feel safe in making a complaint and seeking support under the Student Code. The University expects all University community members involved in a complaint resolution process to keep confidential, outside the people supporting them, any personal information they learn in a complaint resolution process.

The University will only share information related to a complaint on a need-to-know basis when it is reasonably necessary for the implementation of the complaint resolution processes under the Student Code and/or to comply with the University's legal obligations. For example the Student Conduct Office and other University offices may be required to share information when:

- It is necessary for the implementation of the complaint resolution process under the Student Code, for example, to implement interim measures, conduct an investigation, make a decision, or apply accountability measures.
- There is a duty to investigate under the Occupational Health and Safety Act, or other legislation.
- There is a duty to report. For example, when a person is at risk of life-threatening self-harm, or at risk of harming others or where there is a risk to the safety of the University and/or University community members.
- There is a legal duty to inform a professional regulator. A professional regulator is a governing body responsible for overseeing and regulating certain professions. The Student Conduct Office and other University offices may otherwise need to disclose information as required by law.

The University protects personal information and handles records in accordance with its policies, such as the Privacy and Access to Information Policy, as well as the Freedom of Information and Protection of Privacy Act, other applicable provincial

and federal privacy legislation and regulations, and the provisions of applicable employee collective agreements.

8. Records

A record of the case files and final decisions made under the Student Code will be kept according to the University's record management policy.

9. Distribution and Communication of Policy

All Senate policies are posted on the Senate website.

10. Timelines Under This Code and Related Procedures

Any timeline under the Student Code or related Procedures may be extended by the Student Conduct Office or decision-maker with notice to the relevant parties.

11. Procedures Under the Student Code

Updates to the Procedures are the responsibility of the Office of the Vice-Provost, Students. Should the Office of the Vice-Provost Students consider procedural changes that are significant, the Student Conduct Office will convene a committee to provide recommendations for this purpose.

12. Roles and Responsibilities

Note: The name or title of University offices and positions change from time to time, which may not be immediately reflected in the Student Code. If a University community member has any questions regarding a name or title that does not match what is found in the Student Code, they are invited to seek clarification from the Student Conduct Office.

12.1. All Toronto Metropolitan University Community Members

- Build a community that values equity, diversity, inclusion, honesty, respect, and the wellbeing and dignity of all community members.
- Report to Community Safety and Security if an incident is witnessed that compromises the safety of the community.
- Cooperate with a complaint resolution process, if requested. This includes, but is not limited to, responding to communications from the Student Conduct Specialist in a timely manner, participating in good

faith in information gathering and/or investigation interviews and providing documentary or other evidence, as requested.

- Keep personal information of others and Student Code outcomes confidential.

12.2. Students

- Be aware of the University's community standards and expectations.
- Monitor student email accounts, including during exam periods and holidays.

12.3. Staff and Faculty

- Follow the Student Code Procedures to address student conduct that may be a breach of community standards.

12.4. Senate

- The University Senate holds academic authority and is responsible for maintaining, communicating, and approving Policy 61: Student Code of Non-Academic Conduct.

12.5. Senate Appeals Committee Panel

- The panel established by the Secretary of Senate, responsible for reviewing appeal submissions and upon evaluating the evidence provided, makes a decision on the appeal as outlined in the Procedures. SAC decisions are final and not appealable.

12.6. Vice-Provost, Students

- Oversee the operation of Student Affairs.
- Ensure appropriate support and services are put in place in the units reporting to the Office of Vice-Provost, Students.
- Work in close partnership with the Executive Director, Student Affairs and Director, Student Care and Sexual Violence Support to interpret and apply the Student Code.
- Assign interim measures, make decisions and determine appeals as outlined in the Procedures.

- May assign a designate for decision-making or appeals for operational reasons or where there is a conflict of interest.

12.7. Executive Director, Student Affairs

- Oversee the operation of Student Care and Sexual Violence Support.
- Ensure appropriate supports and services are put in place in the units reporting to Student Affairs.
- Work in close partnership with the Vice-Provost, Students and Director, Student Care and Sexual Violence Support to interpret and apply the Student Code.
- Assign interim measures, make decisions and determine appeals as outlined in the Procedures.
- May assign a designate for decision-making or appeals for operational reasons or where there is a conflict of interest.

12.8. Director, Student Care and Sexual Violence Support, Student Affairs

- Oversee the operation of the Office of Student Care and the Office of Sexual Violence Support and Education, Consent Comes First.
- Work in close partnership with the Vice-Provost, Students and Executive Director, Student Affairs to interpret and apply the Student Code.
- May assign a designate for the decision-maker for operational reasons or where there is a conflict of interest.

12.9. Office of Student Care, Student Affairs

- Provide advice and consultation regarding student conduct and students in distress.
- Ensure all community members, including students who have been harmed or who have caused harm, are treated with care, empathy, and dignity and are provided with the services and support they require.
- Associate Director, Student Care, supervises the Student Conduct Office.

12.10. Student Conduct Office, Student Affairs

- Administer the Student Code and its Procedures.

- Provide advice and consultation regarding student behaviour, complaints, and the complaint resolution process.
- Manage education and training about the Student Code and the complaint resolution process, including inquiries, consultations, alternative resolution, investigations, decision-making and enforcement of accountability measures under the Student Code.
- May assign a designate for review, investigation, and decision-making for operational reasons or where there is a conflict of interest.

12.11. Student Conduct Specialist, Student Conduct Office, Student Affairs

- Receive complaints, conduct reviews, determine the most appropriate complaint resolution process, assign interim measures, and make decisions as outlined in the Procedures.
- May assign a designate for review, investigation, and decision-making for operational reasons or where there is a conflict of interest.

12.12. Community Safety and Security

- Provide appropriate services and referrals where an alleged breach of community standards has occurred. For example, documenting incidents, offering safety planning, assisting complainants who choose to report to police, referral of community members to the Office of Student Care, assisting the Student Conduct Specialist with investigations, and enforcement of outcomes and accountability measures where appropriate.
- Provide advice and guidance regarding behavioural intervention, risk assessment, mitigation, and management, crisis response, and emergency procedures and response.

12.13. Human Rights Services

- Work in coordination with the Student Conduct Specialist to manage the complaint resolution process for incidents with intersectional jurisdiction under the Student Code, the Sexual Violence Policy, and the Discrimination and Harassment Policy.

12.14. Consent Comes First

- Provide support and services for students who have been impacted by sexual and/or gender-based violence.
- Develop and implement with on- and off-campus partners the awareness, prevention, education, and training strategy regarding sexual and gender-based violence for students and appropriate student staff.

Procedures - Policy 61: Student Code of Non-Academic Conduct

1. Introduction and Purpose

The purpose of these Procedures is to outline the complaint resolution process under the Student Code.

2. Complaint Resolution Process Principles

2.1. Complaint Resolution Processes

The Student Conduct Office receives complaints of alleged breaches of community standards and the Student Conduct Specialist determines the most appropriate process to be followed in order to resolve the complaint. In most cases, the complaint resolution process will proceed with either AR or investigation and decision-making. However, the Student Conduct Specialist has the discretion to amend the complaint resolution process in appropriate circumstances. The steps in the complaint resolution process are not necessarily linear.

Alternative Resolution

The Student Conduct Specialist will consider whether AR processes are appropriate to resolve the complaint. AR refers to a range of voluntary processes of complaint resolution that does not involve investigation or decision-making.

Investigation

If the complaint is not resolved through AR, the Student Conduct Specialist will investigate complaints under the Student Code. An investigation involves collecting evidence, making findings of fact and analysing whether the facts constitute a breach

of the Student Code. The Student Conduct Specialist will then prepare an investigation report outlining the findings of fact and analysis.

Decision-Making

Following the investigation, the Student Conduct Specialist will review the investigation report and may:

- Make a finding as to whether there has been a breach of the community standards and assign appropriate accountability measures if a breach has occurred.

OR

- Where the Student Conduct Specialist believes that if a breach of community standards is found, and accountability measures may be assigned that are greater than they are authorized to assign under Procedures 3.8, the Student Conduct Specialist will share the investigation report with the Executive Director, Student Affairs or the Vice-Provost, Students to make findings as to whether there has been a breach of the community standards and to assign the appropriate accountability measures if a breach has occurred.

2.2. Accommodation

The Student Code and the complaint resolution process will be interpreted and applied in accordance with relevant law and University policies and procedures, including the Ontario Human Rights Code and the duty to accommodate. Participants should raise if they require accommodation to participate in the complaint resolution process with the Student Conduct Specialist.

2.3. Trauma and Violence-Informed Approach

Trauma and violence-informed approaches and practices are based on an understanding of the impact of trauma and violence on a person's life and behaviour. The University recognizes that the complainant, respondent, and witnesses may have experienced trauma and violence in their lives. A trauma and violence-informed approach includes training on connections between violence, trauma and behaviours; providing support services; and respectful and transparent communications between the investigator, the decision-maker and the parties. It also includes ensuring understanding and consideration for how trauma and violence affects people's

memories, responses and behaviours during incidents of concern and during the investigation process.

2.4. Support Persons

Complainants, respondents, and witnesses may attend any meetings in the complaint resolution process with a support person of their choosing. Support persons may include but are not limited to an Elder, spiritual advisor, friend, family member, Advocate, legal professional or colleague. A support person cannot be a person with direct knowledge of or involvement in the incident that is the subject of the complaint resolution process.

A support person provides support and does not act as an advocate or speak on behalf of the complainant or respondent in the complaint resolution process.

A support person has the same obligations to maintain confidentiality as the complainant, respondent or witness.

2.5. Anti-Oppression Framework

The Student Conduct Specialist will manage the complaint resolution process under the Student Code and Procedures using an anti-oppression framework that involves recognizing systems of oppression and the power imbalances arising from such systems, including but not limited to ableism, ageism, colonialism, homophobia, racism, sexism, transphobia.

2.6. Procedural Fairness

The University has a duty to be fair to all parties in the complaint resolution process.

Principles of procedural fairness require that a respondent be aware of the allegations against them, be provided with a full and fair opportunity to respond to the allegations, and that both the complainant and the respondent have a full and fair opportunity to respond to relevant evidence presented in an investigation.

Procedural fairness includes the right to an investigator and decision-maker who is neutral and impartial. This means that the investigator and decision-maker should not be biased, should have an open mind, should not have a personal interest in the outcome of the matter, and should consider all the evidence before arriving at their findings of fact and analysis.

The way in which the duty to be fair is demonstrated in the process is context-specific. For example, the more serious the allegations in the complaint and the more severe the potential accountability measures, the higher the level of procedural fairness required.

2.7. Transparency and Communications

The complainant, respondent and witnesses will be advised of their rights and responsibilities related to the Student Code.

The complainant and respondent, as necessary, will be provided with progress updates and informed of any decisions throughout the complaint resolution process, subject to the University's obligations surrounding privacy and confidentiality under applicable policy and law.

Consistent with Senate Policy 157, all formal notification and delivery of documents under the Student Code and the Procedures will be by email to a torontomu.ca email account.

2.8. Notifying Other University Offices

Appropriate staff and offices at the University will be notified of AR agreements, interim measures and decisions where necessary for the purpose of coordination, implementation, or otherwise in accordance with the Freedom of Information and Protection of Privacy Act and the University's policies and procedures pertaining to privacy.

3. Complaint Resolution Process

3.1. Initiating a Complaint

3.1.1. Filing a Complaint

Any current student, faculty/contract lecturer, or staff member may file a complaint. The University does not accept anonymous complaints. A complaint may be initiated by completing a complaint form found on the Student Conduct Office website. A

complaint may also be initiated by email to or following a meeting with the Student Conduct Specialist. The complaint may also take the form of a report from the University's Community Safety and Security or a University Residence Incident Report.

3.1.2. Required Information in a Complaint

Complaints submitted to the Student Conduct Specialist should include:

- The complainant's name and contact information, including TMU email address, and status within the University.
- A description of the alleged breach of community standards, including location and time, if available.
- Names of any witnesses and their contact information, if available.
- Supporting documentation, if available.

3.1.3. Time Limit for Filing a Complaint

A complaint must be filed within thirty (30) business days of the alleged breach of community standards. The Student Conduct Office may extend this time limit in extenuating circumstances.

3.1.4. University as Complainant

In some cases, the University may elect to be the complainant in a complaint resolution process under the Student Code. Examples of such circumstances include but are not limited to:

- When the Student Conduct Specialist becomes aware of an alleged breach of community standards that presents a risk to the safety of University community members and/or the broader University community.
- Where the University has a legal duty to investigate. For example, under the Occupational Health and Safety Act, all incidents of workplace violence, harassment that could lead to workplace violence, or domestic violence which may continue in the workplace must be reported and managed under University policies.
- Where the person directly affected by the alleged breach of community standards wishes to be a witness in a complaint resolution process and not the complainant. The person may request to receive information about the general

progress of the complaint resolution process, even if they choose not to participate in the process. The Student Conduct Specialist will consider their request while balancing applicable confidentiality and privacy obligations.

3.2. Student Conduct Specialist Review

The Student Conduct Specialist will review the complaint and consider the following:

3.2.1. Determine Jurisdiction to Proceed under the Student Code

The Student Conduct Specialist will assess whether the alleged conduct falls under the application and scope of the Student Code. If not, they will notify the person who made the complaint that the Student Code does not apply and close the file. In appropriate circumstances the Student Conduct Specialist will offer support to the person who made the complaint.

In cases where the alleged incident may be covered by a different University policy, the Student Conduct Specialist may refer the complaint to the University office that processes such complaints and advise the complainant of the referral, and close the file.

3.2.2. Assess Whether Alleged Breach of Community Standards May Also Be In Breach of Multiple University Policies

Where an alleged breach of the community standards under the Student Code may also engage other University policies, the Student Conduct Specialist may coordinate and/or commence a joint complaint resolution process with the appropriate offices.

3.2.3. Assess Whether to Apply Amnesty

At the discretion of the Student Conduct Specialist, students may be granted amnesty. The Student Conduct Specialist will consider the student's decision to request assistance for themselves and others, and in most cases, view the act of seeking assistance as good judgment. If it is determined that amnesty applies to a situation, the students involved will not be subject to an investigation; however, the Student Conduct Specialist may make a referral to appropriate supports or engage in an AR process with the student.

3.2.4. Determine Whether to Proceed where there are Ongoing or Completed Other Policy, Civil or Criminal Proceedings

The complainant or respondent must notify the Student Conduct Specialist if the substance of the alleged breach of community standards is also the subject of a completed or ongoing policy, civil or criminal proceeding (“alternate process or proceeding”). The Student Conduct Specialist may also independently receive information of an alternate process or proceeding.

If the alternate process or proceeding is completed, the Student Conduct Specialist will consider whether the substance of the alleged breach of community standards has already been appropriately addressed in the alternate process or proceeding. If so, the Student Conduct Specialist may choose not to proceed with a complaint resolution process under the Student Code, notify the person who made the complaint, and close the file.

If the alternate process or proceeding is ongoing, and it may address the substance of the alleged breach of community standards, the Student Conduct Specialist may place the complaint resolution process under the Student Code on hold until it deems it is appropriate to proceed.

In appropriate circumstances, the University may impose interim measures while the complaint resolution process is put on hold.

3.2.5. Determine Whether to Place the Complaint Resolution Process on Hold or Administrative Closure

The Student Conduct Specialist has the discretion, in consultation with the Executive Director, Student Affairs or the Vice-Provost Students, to place the complaint resolution process on hold, or to administratively close the complaint, in exceptional circumstances. For example, where the respondent is in hospital or no longer a University community member. To administratively close the complaint means that the complaint resolution process will end without a finding of whether there has been a breach of community standards.

In appropriate circumstances, the University may impose interim measures while the complaint resolution process is put on hold.

3.2.6. Determine Whether to Proceed

Given Student Group Status and Process Student groups formally recognized by independently incorporated and/or autonomous organizations may be subject to additional policies and processes from their approval body.

In these circumstances, the Student Conduct Specialist has the discretion to determine, in their opinion, if the approval bodies' policies and procedures are adequate to address the alleged 20 behaviours. If inadequate, the Student Conduct Specialist has the discretion to initiate the Student Code complaint resolution process, to place a complaint resolution process under the Student Code on hold, or may choose not to proceed under the Student Code.

In appropriate circumstances, the University may impose interim measures while the complaint resolution process is put on hold.

3.3. Interim Measures

Interim measures may be assigned once the University becomes aware of an alleged breach of the community standards. Interim measures are assigned to protect the complainant, the respondent, the University community and the integrity of the complaint resolution process. Interim measures can range from a no contact order between parties, up to and including a suspension. The University may amend the interim measures assigned if new information comes to the attention of the University.

3.3.1. Alleged Breach of Interim Measures

Should the University receive an allegation of non-compliance with interim measures during the complaint resolution process or during the appeal process, the Student Conduct Specialist may investigate this allegation as part of the ongoing complaint resolution process, or by initiating a new complaint resolution process.

3.3.2. Interim Measures Imposed by the Student Conduct Specialist

The Student Conduct Specialist may assign a no contact order between the respondent and the complainant and other potential participants in the complaint resolution process.

The Student Conduct Specialist may also separate the respondent and the complaint. For example, this may include organizing alternate educational or residence arrangements.

The Student Conduct Specialist may also restrict the respondent's access to particular areas, buildings, services, resources, or activities of the University that have no academic impact on the respondent.

3.3.3. Community Safety and Security Measures

Nothing in the Student Code affects the University's ability to respond to and address health and safety concerns, including, without limitation, its exercise of discretion under the Trespass to Property Act to control who enters and engages in activities on University premises.

In circumstances where a current student is restricted from certain areas of campus or has been barred from campus, Community Safety and Security will immediately refer the matter to the Student Conduct Specialist.

The Executive Director, Student Affairs will, within two (2) business days, decide whether to impose interim measures under the Student Code.

3.3.4. Interim Measures imposed by the Executive Director, Student Affairs

The Executive Director, Student Affairs may assign, based on a recommendation from the Student Conduct Specialist, a range of restrictions, up to and including campus restrictions and full suspension, for up to ten (10) business days if they receive information that leads them to believe that a student's continued presence on campus poses a risk of harm to the University community, the safety of others is endangered, damage to University property is likely to occur, or the continued presence of the student would be disruptive to the legitimate operations of the University.

After the ten (10) business days, the Executive Director, Student Affairs may impose an additional thirty (30) business days of interim measures including campus restrictions or extend an interim suspension. These interim measures may be further extended at thirty (30) day intervals at the discretion of the Executive Director, Student Affairs.

A respondent may appeal a decision to extend an interim measure of suspension to the SAC (see Procedures 4.2).

3.3.5. Consideration of Appropriate Complaint Resolution Process

The Student Conduct Specialist will consider whether AR or investigation and decision-making is the appropriate complaint resolution process.

3.4. Alternate Resolution (AR)

The Student Conduct Specialist will consider if AR processes, at any stage in the complaint resolution process, are appropriate. If so, the Student Conduct Specialist will speak to both parties to seek their consent to proceed.

AR processes are voluntary, and the parties must consent to their participation. Anything said in an AR process cannot be used against a party should the matter return to the investigation and decision-making process.

While many elements may affect whether AR is appropriate in the circumstances, the complaint will normally proceed to investigation and decision-making if:

- Either party does not consent to an AR process.
- A resolution is not reached.
- A resolution is reached, but the respondent does not comply with the resolution within the specified time period.
- A resolution is reached, the respondent completes the terms but continues to engage in similar conduct which breaches the Student Code, which becomes known to the Student Conduct Specialist.

If the complainant and respondent are able to reach a resolution, a written record of the resolution will be prepared by the Student Conduct Specialist. The Student Conduct Specialist will keep a copy of the agreement on file.

3.5. Investigation

An investigation is a careful collection and examination of evidence to determine facts. The investigator will conduct a thorough investigation that is neutral, balanced, fair and free of arbitrariness and discrimination.

The investigator will conduct interviews with the complainant and the respondent, as appropriate, and may need to meet with each party several times during the course of the investigation. The complainant and respondent will have the opportunity to provide the investigator with information, documents, names of witnesses, and other submissions or evidence that they believe are relevant to the investigation.

The investigator will ensure that both the complainant and respondent have the opportunity to review and respond to all material aspects of the allegations that make up the complaint, and the evidence upon which the investigator will rely. The investigator will then prepare an investigation report that makes findings of fact and analysis of whether there has been a breach of community standards.

In most cases, an investigation will be completed in thirty (30) to sixty (60) business days. If an investigation will take longer than sixty (60) business days, the parties will be given notice of the extension.

In most cases, the Student Conduct Specialist will be the investigator and will conduct the investigation. Investigations include the following steps:

3.5.1. Meeting with the Complainant or Affected Witness

The investigator will schedule a meeting with the complainant, or affected witness, as soon as reasonably possible, with notice of the meeting given in advance. At that meeting, the investigator will strive to understand the complaint; explain the complaint resolution process; outline confidentiality expectations; identify any witnesses; identify and collect any documentary, electronic, video, or other evidence; and consider the appropriate complaint resolution process.

The complainant will also be told that if they have any accommodation needs to participate in the complaint resolution process, they are to send this request to the Student Conduct Specialist in writing.

The complainant is entitled to have a support person attend any meeting with the investigator.

If the complainant does not respond to a request for a meeting or declines to meet with the investigator, the case may be closed.

3.5.2. Notice to the Respondent

The Student Conduct Specialist will provide a written Notice of Complaint to the respondent, as soon as reasonably possible.

The Notice of Complaint will provide:

- A description of the allegations and notice that, if proven, may result in findings and accountability measures under the Student Code.
- The identity of the person making the complaint, unless the Student Conduct Specialist decides not to do so due to safety concerns.
- A request for the respondent to meet with the Student Conduct Specialist to discuss the complaint, the complaint resolution process, confidentiality expectations, and the potential accountability measures.
- A statement outlining that the respondent is entitled to support and assistance from a support person of their own choosing.
- A statement that if the respondent has any accommodation needs to participate in the complaint resolution process, they are to send this request to the Student Conduct Specialist in writing.
- The Student Conduct Specialist's contact information.

3.5.3. Meeting with the Respondent

The investigator will meet with the respondent and inform them of the complaint; explain the complaint resolution processes; inform them of the confidentiality expectations; identify any witnesses; identify and collect any documentary, electronic, video, or other evidence; and consider the appropriate complaint resolution process.

The respondent is entitled to have a support person attend any meeting with the investigator.

If the respondent does not meet with the investigator at the scheduled meeting or does not contact the investigator to reschedule the meeting, the investigator may complete the investigation and decision-making without input from the respondent.

3.5.4. Meeting with Witnesses

The investigator will consider the witnesses identified by the complainant and respondent and contact any witnesses deemed relevant. Witnesses are entitled to have a support person attend any meeting with the investigator.

3.5.5. Further Meeting with Complainant or Respondent, as Necessary

The investigator may choose to meet with the complainant and respondent again if it is determined that the party has a right to reply to additional evidence submitted.

3.6. Decisions

Where the complaint has not been resolved by AR processes, the appropriate decision-maker, considering the findings of the investigation, will make a decision on a balance of probabilities as to whether there has been a breach of the community standards and assign appropriate accountability measures if a breach occurred, and may also make recommendations.

3.6.1. Timeline for Decisions made by the Student Conduct Specialist

Within ten (10) business days of the completion of the investigation, the Student Conduct Specialist will issue a decision letter which will make findings as to whether there has been a breach of community standards and assign appropriate accountability measures.

3.6.2. Timeline and Process for Decisions made by the Executive Director, Student Affairs or the Vice-Provost, Students

Where the Student Conduct Specialist believes that if a breach of community standards is found to have occurred, and a more severe accountability measure than they are authorized to assign under Procedures 3.8 is likely, within ten (10) business days of the completion of the investigation, the Student Conduct Specialist will send the investigation report and all relevant evidence and submissions to the Executive Director, Student Affairs or the Vice-Provost, Students to issue a decision letter.

The Executive Director, Student Affairs or the Vice-Provost, Students may conduct additional inquiries as they deem necessary. The decision-maker shall provide the complainant and respondent with an opportunity to know and respond to any additional relevant information obtained during their inquiries.

The Executive Director, Student Affairs or the Vice-Provost, Students may consult as necessary before assigning accountability measures; for example, they may consult with the Vice-Provost and Dean, Yeates School of Graduate and Postdoctoral Studies when considering de-enrollment, suspension, or expulsion of a graduate student.

Within ten (10) business days of the conclusion of any additional inquiries and consultation, or of receiving the investigation report if no additional information is needed, the decision will be made and a decision letter will be issued.

3.6.3. The Decision Letter

The decision letter will include:

- A summary of the allegations.
- The information provided by the complainant, respondent, and any witnesses.
- The findings, which will include a determination of whether or not a breach of the Student Code occurred, and the reasons for the findings.
- Assigned accountability measures.
- Rights of appeal and information about how to appeal the decision.

3.7. Assigning Accountability Measures and Making Recommendations

3.7.1. Assigning Accountability Measures

Accountability measures are assigned by a decision-maker following a decision that there has been a breach of community standards. A decision-maker assigns accountability measures proportionate to the breach of the community standards and in consideration of the full context and the principles of progressive discipline.

Accountability measures can range from a requirement to attend an educational program, up to and including expulsion.

When assigning accountability measures, the decision-maker will consider full context and may consult with relevant University staff and offices. Considerations may include, but are not limited to, the severity of the breach, the harm caused, whether the action forms part of a pattern of behaviour, whether the respondent has demonstrated taking accountability for their actions, whether the respondent has

sought support for underlying conditions that led to the breach, the recommendations of the parties, existing consequences related to the incident, and the principles of progressive discipline.

Accountability measures are in effect once a decision letter is issued to the respondent. The duration of the accountability measures will be clearly communicated to the respondent. Accountability measures remain in place during an appeal process.

3.7.2. Implementing Accountability Measures

In implementing accountability measures, the Student Conduct Specialist will attempt to work with the respondent to find reasonable solutions, to the extent possible, so as to not impede the student's academic progress.

3.7.3. Supports With Respect to Accountability Measures

For students involved in the complaint resolution process, the Student Conduct Specialist will work with the Office of Student Care to ensure appropriate supports are in place to support students impacted by the implementation of assigned accountability measures. For staff and faculty impacted, Workplace Wellbeing Services is available to offer support.

In circumstances where a respondent indicates their intention to return to studies after the completion of an assigned accountability measure that involved suspension, the Student Conduct Specialist will work with the respondent to develop a plan for their return to studies including connecting to campus and community resources and supports.

3.7.4. Compliance with Accountability Measures

Respondents are required to complete and comply with their assigned accountability measures.

Should the University become aware of an allegation of non-compliance with accountability measures, the University may initiate a new complaint based on the alleged non-compliance.

If the respondent fails to complete the assigned accountability measures, the Student Conduct Specialist may place a service indicator on the student's account until the accountability measures are completed.

3.7.5. Recommendations

The decision-maker may make recommendations to the respondent in the decision. Recommendations are non-binding recommendations for specific actions or suggestions of resources to promote the learning, wellbeing, and success of the respondent. For example, the decision-maker may refer or recommend academic resources, student services or mental health/behavioural supports to the respondent.

3.8. Accountability Measures that May be Assigned by the Student Conduct Specialist as the Decision-Maker

The Student Conduct Specialist has the discretion to assign the following accountability measures:

3.8.1. Behavioural Expectations

A notice in writing to the respondent outlining their responsibility to engage in appropriate and respectful behaviours, and/or refrain from particular conduct/harmful behaviours.

3.8.2. Educational Activity

A requirement that the respondent completes a facilitated learning activity that promotes growth, reflection, and development.

3.8.3. Professional Assessment and Support

A requirement that the respondent seeks risk assessment, and/or accountability counselling, and/or mental health treatment from the Centre for Student Development and Counselling or other approved professional and complete recommendations of the professional.

3.8.4. Restitution

Compensation by way of a sum of money, material replacement, or services rendered to cover the losses or damages up to and including \$500.00.

3.8.5. Restrictions on Services and Premises

A limit on or loss of access to particular areas, buildings, services, resources, or activities of the University.

3.8.6. Restrictions on Communication

An order to refrain from direct or indirect communication with another individual or group.

3.9. Accountability Measures that May be Assigned by the Executive Director, Student Affairs as the Decision-Maker

In addition to the accountability measures and recommendations that can be assigned by the Student Conduct Specialist, the Executive Director, Student Affairs has the discretion to assign one or more of the following accountability measures:

3.9.1. Restitution

Compensation by way of a sum of money, material replacement, or services rendered to cover the losses or damages, up to and including the full cost of the losses or damages.

3.9.2. De-enrollment

Withdrawal from a current course.

3.9.3. Limitations to Future Enrollment

Restriction from enrolling in a specific future course or any courses taught by a specific instructor.

3.9.4. Non-Academic Disciplinary Suspension (“NDS”)

Suspension for up to two (2) years. No courses may be taken at the University, including at the G. Raymond Chang School of Continuing Education, Lincoln Alexander School of Law, or the School of Medicine during the period of NDS. Courses taken at a different academic institution during the suspension period will

not be credited towards GPA calculations, Academic Standing, or graduation requirements within the student's program.

An NDS will be noted on the student's academic record and transcript until the student graduates or for eight (8) years, whichever comes first. For continuing education students, the NDS notation shall remain for two (2) years.

At the discretion of the decision-maker, if the NDS is assigned during the course of the semester, students may be permitted to complete some or all of the courses they are enrolled in, and the suspension will become effective at the end of the semester.

A student assigned an NDS may not be admitted to any program or certificate at the University until the specified period of suspension has been served and any specified conditions have been met.

When an NDS is assigned to a graduate student, the Vice-Provost and Dean, Yeates School of Graduate and Postdoctoral Studies will be notified for the purposes of coordination.

Students who subsequently graduate from another post-secondary institution may petition the Vice-Provost Students to remove the NDS notation from their transcript.

Additionally, once a student has completed the assigned NDS, they may make a request to the Vice-Provost, Students to have the NDS notation removed from their transcript.

In their request, the student should explain the reasons for wanting the notation removed. Requests are to be sent to this email address: vps@torontomu.ca.

The Vice-Provost Students will respond in writing within thirty (30) business days with their decision to remove or maintain the NDS notation.

3.10. Accountability Measures that may be Assigned by the Vice-Provost, Students as the Decision-Maker

In addition to the accountability measures and recommendations that can be assigned by the Student Conduct Specialist and the Executive Director, Student Affairs, the Vice-Provost, Students has the discretion to assign the following additional accountability measures:

3.10.1. Non-Academic Disciplinary Withdrawal (NDW)

Withdrawal from the University for at least two (2) years. No courses may be taken at the University, including at the G. Raymond Chang School of Continuing Education, Lincoln Alexander School of Law, or the School of Medicine during the NDW. Courses taken at a different academic institution during this period will not be credited towards GPA calculations, Academic Standing, or graduation requirements within any program at the University.

An NDW shall be permanently noted on a student's academic record and on their transcript. When an NDW is assigned to a graduate student, the Vice-Provost and Dean, Yeates School of Graduate and Postdoctoral Studies will be notified for the purposes of coordination.

A student assigned an NDW may not apply to the same program but may apply to any other program after serving the assigned NDW and after meeting any specific conditions as outlined by the Vice-Provost, Students.

Once a student has completed the assigned NDW period, and following an additional two (2) year period, they may make a request to the Vice-Provost, Students to have the NDW notation removed from their transcript.

In their request, the student should explain the reasons for wanting the notation removed. Requests are to be sent to this email address: vps@torontomu.ca.

The Vice-Provost Students will respond in writing within thirty (30) business days with their decision to remove or maintain the NDW notation.

3.10.2. Expulsion

Permanent removal of a student from the University. An expulsion shall be permanently noted on a student's academic record and on their transcript. The student record is closed to changes.

4. Appeals

The complainant or respondent have the right to appeal as described below. A decision-maker cannot hear an appeal of their own decision. The person appealing the decision is referred to as the appellant, and the other party is referred to as the respondent, and collectively they are known as the parties.

4.1. Interim Measures and Accountability Measures during the Appeal Process

All interim measures and accountability measures remain in place during the appeal process. Should the University receive an allegation of non-compliance with interim measures or accountability measures during the appeal process, the Student Conduct Specialist may investigate this allegation in a separate complaint resolution process, or may include the non-compliance allegation into the appeal process to determine appropriate accountability measures.

4.2. Appeal of Interim Measures which Include an Extension of an Interim Suspension

Where the Executive Director, Student Affairs has extended an interim measure of suspension, the respondent in the investigation may appeal the extension to the SAC. Appeals of an interim measure of suspension are conducted in writing only. The appeal form is available on the Senate website.

Grounds for appeal are limited to the following:

- That the Executive Director acted outside of their assigned authority under the Student Code.
- That there was a fundamental procedural error that was substantially prejudicial to the appellant.
- That the appellant has new evidence to present that could not reasonably have been presented earlier.
- Compassionate grounds.

The Senate Office will organize a written hearing on the interim measures only with a SAC and a Senate representative in attendance. A decision letter will be issued within ten (10) business days. The SAC may confirm or amend the extension of the interim suspension.

The appeal decision will be issued to the appellant and the initial decision-maker and all relevant parties.

There are no further appeals from the appeal decision of the SAC.

4.3. Appeal of Findings and/or Accountability Measures of the Student Conduct Specialist

Within ten (10) business days from the date of issue of the decision letter, the respondent or complainant in the investigation may appeal all or part of the decision and/or accountability measures assigned by the Student Conduct Specialist to the Executive Director, Student Affairs. Appeals are to be sent to this email address: policy61appeals@torontomu.ca.

When filing an appeal of a finding and/or an accountability measure, the appellant is required to explain the reasons for their appeal, for example:

- The finding was not consistent with the evidence.
- Evidence submitted was not considered by the investigator or decision-maker.
- The accountability measure was not appropriate or reasonable in the circumstances.
- The complaint resolution process was not procedurally fair.
- There is new evidence that could not have reasonably been presented earlier that could reasonably affect the decision.
- Compassionate grounds.
- The onus is on the appellant to establish that the decision was not reasonable.

The Student Conduct Specialist may file a response to the appeal within ten (10) business days. The appellant may file a reply to the response within five (5) business days.

Appeals are generally based on the written reasons and responses received. The Executive Director, Student Affairs may choose to meet with the parties to gather more information.

Within ten (10) business days of receiving all submissions, and meeting with the parties if required, the Executive Director, Student Affairs will decide the appeal. The Executive Director, Student Affairs may confirm, amend, or add additional findings or accountability measures, and issue the appeal decision letter to the appellant, the Student Conduct Specialist and all relevant parties.

There is no further appeal from the appeal decision of the Executive Director, Student Affairs.

4.4. Appeal of Findings and/or Accountability Measures from Decisions of Executive Director, Student Affairs or Vice-Provost, Students Where the Assigned Accountability Measures Do Not Include Restitution over \$500, De-enrollment, Limitations to Future Enrollment, NDS, NDW, or Expulsion

Within ten (10) business days from the date of issue of the decision letter, the respondent or complainant in the investigation may appeal all or part of the decision and/or accountability measures assigned by the Executive Director, Student Affairs or the Vice-Provost, Students where the accountability measures assigned do not include restitution over \$500, de-enrollment, limitations to future enrollment, NDS, NDW, or expulsion (i.e. accountability measures under Procedures 3.8 that could have been assigned by the Student Conduct Specialist). Appeals are to be sent to this email address: policy61appeals@torontomu.ca.

The appeal will be to:

- Vice-Provost, Students where the decision was made by the Executive Director, Student Affairs.
- Designate of Vice-Provost, Students where the decision was made by the Vice-Provost, Students.

When filing an appeal of a finding and/or accountability measures, the appellant is required to explain the reasons for their appeal, for example:

- The finding was not consistent with the evidence.
- Evidence submitted was not considered by the investigator or decision-maker.
- The accountability measure was not appropriate or reasonable in the circumstances.
- The complaint resolution process was not procedurally fair.
- There is new evidence that could not have reasonably been presented earlier that could reasonably affect the decision.
- Compassionate grounds.
- The onus is on the appellant to establish that the decision was not reasonable.

The initial decision-maker may file a response to the appeal within ten (10) business days. The appellant may file a reply to the response within five (5) business days.

Appeals are generally based on the written reasons and responses received. The decision-maker may choose to meet with the parties to gather more information.

Within ten (10) business days of receiving all submissions, and meeting with the parties if required, the Vice-Provost, Students or their designate will decide the appeal.

The Vice-Provost, Students, or their designate, may confirm, amend, or add additional findings or accountability measures, and issue the appeal decision letter to the appellant, the Student Conduct Office and all relevant parties.

There is no further appeal from the appeal decision under this section.

4.5. Appeal of Findings and/or Accountability Measures from Decisions of Executive Director, Student Affairs or Vice-Provost, Students Where the Assigned Accountability Measures Include Restitution over \$500, De-enrollment, Limitations to Future Enrollment, NDS, NDW, or Expulsion

Within ten (10) business days from the date of issue of the decision letter, the respondent or complainant in the investigation may appeal to the SAC all or part of a decision and/or accountability measures assigned where the accountability measures include restitution over \$500, de-enrollment, limitations to future enrollment, NDS, NDW, or expulsion. The appeal form is found on the Senate website.

Once an appeal has been filed, the Secretary of Senate will notify relevant parties of the appeal submissions and provide information of next steps.

Appeals to the SAC will be heard in accordance with SAC Procedures as outlined in the “Senate Appeals Committee (SAC) Order of Hearing; Academic Integrity and Non-Academic Conduct Appeals (Policy 60 & Policy 61)” document.

All hearings are closed to the public due to privacy and confidentiality considerations.

The University does not record the Hearing and does not permit the parties to record the Hearing. The appeal decision letter will serve as the official record of the Hearing.

The SAC may confirm, amend, or add additional findings or accountability measures, and issue the appeal decision letter to the appellant, the Student Conduct Office and all relevant parties.

The Senate Office will provide the appeal decision letter to all the parties within ten (10) business days of the completion of the Hearing.

There is no further appeal from the appeal decision of the SAC.

Statement on Freedom of Speech

*In the toil of thinking; in the serenity of books; in the messages of prophets, the songs of poets and the wisdom of interpreters; in discoveries of continents of truth whose margins we may see; we delight in free minds and in their thinking.**

Ryerson embraces unequivocally the free exchange of ideas and the ideal of intellectual engagement within a culture of mutual respect. It is a powerful ideal that encompasses every dimension of the University. Everyone who is part of the University, as well as guests and visitors, has a role to play in this shared enterprise. This responsibility extends to both proponents and detractors of any idea or point of view. Recognizing and respecting diversity of people, thought and expression are essential and an integral part of the ideal.

*In the majesty of the moral order; in the faith that right will triumph; in the courage given us when we ally ourselves to truth in any form; in the privilege of being co-workers in good causes; we celebrate the unseen goals we share and serve.**

In order to achieve and sustain Ryerson's ideal, members of its community must have freedom of thought and expression, freedom from harassment or discrimination and the freedom to consider, inquire, and write or comment about any topic without concern for widely held or prescribed opinions. This right to freedom of thought and expression inevitably includes the right to criticize aspects of society in general and the University itself.

Ryerson does not avoid controversies, difficult ideas, or disagreements over deeply held views. When such disagreements arise within the University or within a broader social context, the University's primary responsibility is to protect free speech within a culture of mutual respect. The right to freedom of speech comes with the responsibility to exercise that right in an atmosphere free of intimidation and in an environment that supports the free speech rights of those with opposing views.

While Ryerson is committed to freedom of thought and the free exchange of ideas, it is also recognized that there are limits to the right of free speech that are recognized in the Charter of Rights and Freedoms. The University may act when speech on

campus is used in a way that is itself unlawful or prevents the lawful exercise of free speech by others.

*Let us build a world safe from war and oppression, free and satisfying, one that ultimately furnishes answers for us all.**

*Ryerson Invocation, 1990

[Statement approved by Senate – May 4, 2010]

Discrimination and Harassment Policy

I. Introduction

1. Toronto Metropolitan University (the “University”) is committed to fostering learning, working, and living environments free from Discrimination and Harassment. This commitment and shared responsibility of all University Community members is consistent with the University’s obligations under the Ontario Human Rights Code. The Ontario Human Rights Code is paramount over other laws and has significant importance.
2. The Discrimination and Harassment Policy (the “DHP” or “Policy”) recognizes the dignity and equal rights of every person and the right to be free from Discrimination and Harassment in education, employment, housing, services, goods and facilities, and contracts on the basis of the following protected grounds, aligned with the Ontario Human Rights Code:
 - Age
 - Ancestry
 - Citizenship
 - Colour
 - Creed
 - Disability
 - Ethnic origin
 - Family status
 - Gender identity
 - Gender expression
 - Marital status
 - Place of origin
 - Race
 - Receipt of public assistance*
 - Record of offences**
 - Sex
 - Sexual orientation

*Receipt of public assistance applies only in the area of housing in alignment with the Ontario Human Rights Code.

**Record of offences applies only in the area of employment in alignment with the Ontario Human Rights Code.

1. The University is committed to preventing Discrimination and Harassment through education and awareness, proactively identifying and addressing Systemic Discrimination within university environments and responding to incidents of Discrimination and Harassment through a complaint resolution process that is trauma-informed, procedurally fair and holds those who have breached the Policy accountable.

II. Purpose

1. The purpose of the Discrimination and Harassment Policy is to establish the University's commitment to promoting and protecting human rights and creating a human rights-centred university through awareness and education, prevention and systemic barrier removal, appropriate handling of reports or complaints of incidents of Discrimination and Harassment, including by providing remedies to address its harmful impacts and holding those who cause harm accountable.
2. This Policy is intended to:
 - a. Comply with all legislative requirements, including the Ontario Human Rights Code, the Occupational Health and Safety Act, the Ministry of Training, Colleges and Universities Act, and related legislation and regulations.
 - b. Outline the University's statement of values and commitments to raise awareness and provide education to community members about the shared responsibility to prevent and address Discrimination and Harassment in university environments.
 - c. Confirm the University's commitment to identifying and removing systemic barriers that undermine equal access to education, employment and other opportunities for all community members.
 - d. Outline a procedurally fair and trauma-informed complaint resolution process for responding to complaints and reports of Discrimination and Harassment, including early intervention, alternative resolution, or investigation and decision-making processes.
 - e. Outline remedies to address impacts of Discrimination and Harassment and accountability measures for those who are found to have breached this Policy.

III. Application and Scope

1. This Policy applies to all members of the University Community and seeks to protect the right to be free from Discrimination and Harassment in all aspects of University life in accordance with the social areas covered under the Ontario Human Rights Code, including but not necessarily limited to education, employment, housing, services, goods and facilities, and contracts.
2. The complaint resolution process under this Policy and Procedures applies to University Community members who are alleged to have engaged in a breach(es) of the Policy where there is a connection to the University's learning, working, and/or living environments and when the incident(s) occurred:
 - a. On campus: Including University property, buildings and spaces either rented or owned, equipment or infrastructure, whether as part of the University's main or satellite campus(es).
 - b. Off-campus:
 - i. Engaging in University-related activities, including:
 1. Academic activities such as a course, co-op placement, or experiential learning opportunity;
 2. Co-curricular activities, including student club or varsity athletic events;
 3. Employment-related activities or events.
 - ii. Using University-related information technology platforms and infrastructure or engaging in other University-affiliated online environments, including:
 1. University-owned or run property or equipment, including but not limited to telephones, cellular phones, computers and computer networks.
 2. University email accounts, D2L Learning Brightspace, Zoom or Google meeting spaces.

3. University-affiliated social media accounts.
 4. Social media platforms or online communication groups created and used by University Community members for the purposes of participating in University-related activities, such as students in program, course or study groups or employees in work-related networking groups.
3. The complaint resolution process under this Policy and Procedures may also apply to University Community members who are alleged to have engaged in breaches of the Policy in other off-campus or online environments. In determining whether this Policy applies, Human Rights Services will consider all relevant factors, including:
- a. The nature of the alleged incident(s) and its connection to and impact on University Community member(s) and the University's learning, working, or living environments;
 - b. Potential risk to a University Community member(s) and/or the University Community;
 - c. Other relevant contextual factors
4. This Policy and Procedures may continue to apply even if a person's relationship with the University changes or terminates. The complaint resolution process under this Policy may be initiated or completed even if the respondent is no longer a current University Community member.
5. If a conflict arises between the provisions of this Policy and Procedures and any relevant collective agreement, the terms of the collective agreement prevail unless the collective agreement is in conflict with the University's legislative obligations.

IV. Definitions

“Discrimination” means any form of unequal and adverse treatment or impact on an individual based on one or more of the Protected Grounds, whether denying benefits or imposing burdens or other disadvantages.

Discrimination can be based on multiple Protected Grounds or the intersection of Protected Grounds and require consideration of intersectionality, which is the complex and cumulative way in which the effects of multiple forms of

Discrimination, for example, racism, sexism, and ableism, may combine, overlap or intersect rather than being isolated and distinct.

Discrimination may be intentional or unintentional, explicit or subtle. A protected ground only needs to be one factor in the unequal treatment, and it does not need to be the primary or dominant factor. Discrimination may take many forms, including Direct Discrimination, Constructive Discrimination or Systemic Discrimination, and may result from a failure to uphold the Duty to Accommodate.

1. “Protected grounds” are personal identity characteristics that are recognized under the Ontario Human Rights Code as the basis for Discrimination and Harassment. They include and are defined as follows:
 - a. “Age” means a person’s years of life since birth.
 - b. “Ancestry” means a line of people from whom one is descended, which can include family or ethnic descent.
 - c. “Citizenship” means the formal status of national citizenship. Citizenship as a protected ground protects against discrimination based on Canadian citizenship, non-Canadian citizenship and citizenship of another country.
 - d. “Colour” means a person’s skin colour as a physical feature, which is typically encompassed by the concept of race. Colour as a protected ground also protects against Discrimination based on skin tone or shade, including differential treatment of those with darker complexions.
 - e. “Creed” means religious and non-religious systems of belief that shape a person’s identity, worldview, and way of life.
 - f. “Disability” means the following, as defined by the Ontario Human Rights Code:
 - i. any degree of physical disability, infirmity, malformation or disfigurement that is caused by bodily injury, birth defect or illness and, without limiting the generality of the foregoing, includes diabetes mellitus, epilepsy, a brain injury, any degree of paralysis, amputation, lack of physical coordination, blindness or visual impediment, deafness or hearing impediment, muteness or speech impediment, or physical reliance on a guide dog or other animal or on a wheelchair or other remedial appliance or device,

- ii. a condition of mental impairment or a developmental disability,
- iii. a learning disability, or a dysfunction in one or more of the processes involved in understanding or using symbols or spoken language,
- iv. a mental disorder, or
- v. an injury or disability for which benefits were claimed or received under the insurance plan established under the Workplace Safety and Insurance Act, 1997.
 - The protected ground of disability includes the right to equal treatment without Discrimination because a person has or has had a disability or is believed to have or have had a disability.
 - The social model of disability defines disability as the result of environmental barriers, such as attitudinal barriers, inaccessible information or built environments, and other barriers that impact a person's full participation in society on an equal basis with others.
- g. "Ethnic origin" means a group of people having a common heritage or ancestry, or a shared historical past, often with identifiable physical, cultural, linguistic and/or religious characteristics.
- h. "Family status" means the status of being in a primary caregiver relationship, such as a parent with caregiving responsibilities for a child, or being a child with caregiving responsibilities for a parent. This includes non-biological parents or caregivers.
- i. "Gender expression" means how a person expresses or presents their gender, which can include their outward appearance, body language, voice and/or chosen name and pronouns.
- j. "Gender identity" means a person's internal and individual experience of their gender along the gender spectrum, which may be the same as or different from their sex assigned at birth.
- k. "Marital Status" means the status of being married, single, widowed, divorced or separated and includes the status of living with a person in a conjugal relationship outside marriage.

- l. “Place of origin” means a person’s birthplace.
 - m. “Race” means racial categories are socially constructed and are based on geographic, historical, political, economic, social and cultural factors, as well as physical traits, even though none of these can scientifically be used to classify groups of people. Race as a protected ground is often considered together with other related grounds, such as ancestry, citizenship, colour, ethnic origin and place of origin.
 - n. “Receipt of Social Assistance”* means a person’s status of receiving social assistance, which commonly refers to Ontario Works or the Ontario Disability Support Program, Old Age Security, Ontario Student Assistance Program, Employment Insurance, etc. *The protected ground of receipt of public assistance applies only in the area of housing.
 - o. “Record of Offences”** means a person’s criminal record containing a conviction for (a) an offence in respect of which a pardon has been granted under the Criminal Records Act (Canada) and has not been revoked, or (b) an offence in respect of any provincial enactment. **The protected ground of record of offences applies only in the area of employment.
 - p. “Sex” means the legal status assigned to a person at birth based on their external genitalia and/or reproductive organs, such as female, male, or intersex. It also includes the stereotypical social roles that are imposed on people in connection with their sex. Sex as a protected ground includes protection from Discrimination on the basis of pregnancy and breast/chest-feeding.
 - q. “Sexual Orientation” means how a person defines their sexuality, including but not limited to lesbian, gay, bisexual, heterosexual, pansexual, asexual, and queer.
2. “Direct Discrimination” means unequal and adverse treatment of an individual based on a protected ground(s). It often arises from negative attitudes, biases and stereotypes relating to groups identified by Protected Grounds.
 3. “Constructive Discrimination” (also known as Adverse Effect Discrimination) means where a rule, requirement, policy, or practice appears

to treat everyone equally, but instead results in the disadvantage, restriction or exclusion of a group identified by a protected ground(s). There may be a defence to an allegation of Constructive Discrimination where the rule, requirement, policy, or practice is reasonable and justifiable in the circumstances, and where individual accommodations are provided based on Protected Grounds up to the point of undue hardship.

4. “Systemic Discrimination” means patterns of behaviour, policies, or practices that are part of an organization's structure that create barriers or perpetuate disadvantages for individuals or groups in relation to Protected Grounds.
5. “Duty to Accommodate” means the requirement to accommodate people up to the point of undue hardship in relation to the Protected Grounds, which requires the accommodation provider to make appropriate changes to rules, requirements, policies, practices, and physical environments to remove barriers that a person experiences in connection to one or more of the Protected Grounds. The most common Protected Grounds for which individuals may require accommodation are:
 - Disability
 - Creed
 - Family Status
 - Sex (pregnancy)
 - Gender identity
 - Gender expression

Accommodation does not mean lowering or fundamentally altering the essential aspects of academic or employment-related requirements or objectives.

Principles of accommodation include respect for dignity, individualization, and the promotion of inclusion and full participation. The Duty to Accommodate has both a procedural and substantive component.

- The procedural component is the requirement for the accommodation provider to consider and investigate the accommodation request in good faith and in a thorough and timely manner. This should include meaningful interactions between the accommodation provider and the accommodation seeker, including the accommodation seeker providing relevant information to support the request, and the accommodation provider maintaining privacy and confidentiality, to the extent possible.

- The substantive component is the requirement to determine and provide the most appropriate accommodation in the circumstances to meet the needs of the accommodation seeker, up to the point of undue hardship; this will not necessarily be the preferred or “perfect” accommodation.
- Accommodation will not be required if it will result in undue hardship, which is based on the following considerations:
 - Cost
 - Outside sources of funding, if any
 - Health and safety requirements, if any.

“Harassment” means a course of unwanted and vexatious comments or conduct connected to one or more of the Protected Grounds where the person responsible for the comments or conduct knows or ought reasonably to know that they are unwelcome. Typically, Harassment involves a series of multiple incidents; however, a single egregious incident may in some circumstances constitute Harassment.

“Sexual Harassment” means a course of unwanted comments or conduct of a sexually oriented nature where the person responsible for the comments or conduct knows or ought reasonably to know that these are unwelcome. Sexual Harassment may also consist of unwelcome comments or conduct based on gender or that promote gender-based violence, which are not of a sexual nature but are demeaning, such as derogatory gender-based jokes or remarks.

“Hate Activity” means comments or actions against an individual or group motivated by or advocating for hate against them based on any of the Protected Grounds. This may include speech, symbols, slurs, or other expressions of hatred or vilification.

“Poisoned Environment” means an objectively hostile or intolerable environment based on one or more of the Protected Grounds created by serious wrongful behaviour that is sufficiently severe and/or pervasive. Typically, a poisoned environment exists when such behaviour is persistent or repeated; however, a single egregious incident may, in some circumstances, create a poisoned environment.

The comments or conduct that create a poisoned environment do not have to be directed at a particular individual and the negative effects of such an environment may be experienced by both those who do and do not identify with the particular targeted group in relation to the Protected Grounds.

“Reprisal” means retaliation or threatening or attempting to retaliate against a person for making a disclosure, a complaint or report of Discrimination or Harassment, cooperating with or participating in a complaint resolution process or otherwise pursuing their rights under this Policy.

“University Community” includes:

1. University students, faculty, staff, contractors, volunteers, and guests.
 - a. Students include all currently enrolled students, including full-time and part-time undergraduate, graduate and postgraduate students, including Chang School students, as well as former students if they were enrolled at the time of the alleged incident of Discrimination or Harassment.
 - b. Faculty includes tenure and tenure-track faculty, librarians, professional counsellors, limited term faculty, contract lecturers, as well as adjunct, clinical and visiting faculty.
 - c. Staff includes all non-faculty employees, including full-time, part-time and casual employees and student-staff.

“University” means Toronto Metropolitan University.

V. Values and Guiding Principles

1. Alignment of University Policies
 - a. This Policy is to be read in alignment with other relevant University policies, including the Sexual Violence Policy, Student Code of Non-academic Conduct (Policy 61), and the Respectful Workplace Policy. It is also informed by the University’s Accessibility Statement of Commitment and the Statement on Freedom of Speech.
 - b. The Discrimination and Harassment Policy is aligned with the Ontario Human Rights Code, which has primacy over all other University policies. Therefore, if another University policy is inconsistent with the Discrimination and Harassment Policy, this Policy prevails.
2. Equity, Diversity, Inclusion, and Belonging
 - a. The University is committed to equity, diversity, inclusion and belonging. The University is a diverse community and each person’s

experiences are shaped by many factors, including their intersectional identities (including in connection with the Protected Grounds in this Policy), as well as their history and lived experiences, including their experiences of colonization, intergenerational trauma, systemic oppression and socioeconomic status. Addressing Discrimination and Harassment requires an understanding of these unique and interconnected experiences.

- b. The University is committed to ensuring that its prevention efforts, support services and complaint resolution processes apply a trauma-informed approach and an anti-oppression framework. In addition, complaint resolution processes will comply with the principles of natural justice and procedural fairness.

3. Addressing Systemic Barriers and Discrimination

- a. The University is committed to proactively identifying and addressing Systemic Discrimination within University environments, including, for example:
 - i. Actively working to prevent and remove systemic barriers in University policies, procedures and practices.
 - ii. Ensuring that the complaint resolution process under this Policy includes accountability measures that both attempt to remedy harm to individuals as a result of Discrimination and Harassment, and also explore opportunities for broader organizational changes to prevent recurrences and combat Systemic Discrimination.
- b. The University may create special programs as outlined in the Ontario Human Rights Code, where the purpose of the program is to help create opportunities for groups with experience of historical disadvantage, marginalization and Discrimination. In order to be a special program, the program must fulfill at least one of the following conditions:
 - i. Relieve hardship or economic disadvantage, or
 - ii. Help disadvantaged people or groups achieve, or try to achieve, equal opportunity, or
 - iii. Help eliminate Discrimination.

4. Freedom of Expression and Academic Freedom

- a. Freedom of expression is the cornerstone of education at the University and has its foundation in the Canadian Charter of Rights and Freedoms, which protects freedom of thought, belief, opinion and expression.
- b. As outlined in the University's Statement on Freedom of Speech, the University unequivocally embraces the free exchange of ideas and the ideal of intellectual engagement within a culture of mutual respect. To achieve and sustain this ideal, University Community members must have freedom of thought and expression and the freedom to consider, inquire, and write or comment about any topic without concern for widely held or prescribed opinions.
- c. This Policy is not intended to inhibit freedom of expression or academic freedom. However, in exercising such freedom there is a responsibility on all University Community members to respect the rights of others to learning, working and living environments at the university that are free from Discrimination and Harassment, as outlined in this Policy.

VI. Education and Support

1. Awareness, Prevention, Education, and Training

- a. Prevention through education and training is necessary to fulfill our shared responsibility to create and maintain University environments free of Discrimination and Harassment. As part of this commitment, the University provides a range of educational and community-building activities that increase awareness and foster widespread understanding of human rights issues and our collective responsibility to identify and address such issues when they arise in our community.
- b. Human Rights Services will provide regular, substantive, and ongoing training opportunities for University senior administrators and leaders, as well as faculty, staff, and students, regarding their rights and responsibilities under this Policy. University Community members shall attend and meaningfully participate in human rights training, especially if they hold leadership or supervisory roles at the University and, therefore, have increased responsibilities to ensure compliance with the Policy. Leaders should also arrange for human rights training

to be provided to their teams as part of ongoing performance management and professional development.

2. Support for People Affected by Discrimination and Harassment

- a. University Community members who have experienced Discrimination and Harassment can seek support and resources from the University, regardless of whether the incident is connected to the University or whether they commence or participate in a complaint resolution process under this Policy.
- b. Human Rights Services can help connect individuals to supports based on their needs and circumstances:
 - i. For students:
 - 1. Office of Student Care; and,
 - 2. Centre for Student Development and Counselling (CSDC).
 - ii. For faculty/staff:
 - 1. Human Resources, including Workplace Wellbeing Services; and,
 - 2. Employee and Family Assistance Program, if eligible.
- c. The University may also refer people affected by Discrimination and Harassment to other relevant internal or external support and resources, such as medical, legal and community services, Indigenous Elders, religious or spiritual advisors, Community Safety and Security, or the police.

VII. Complaint Resolution Process: Policy and Principles

1. Policy Breaches

- a. It is a breach of this Policy to engage in Discrimination or Harassment based on any one or more of the Protected Grounds or to create a poisoned environment.
- b. It is also a breach of this Policy to fail to adhere to confidentiality requirements, fail to comply with interim measures, engage in threats

or acts of Reprisal, and/or fail to comply with accountability measures issued under this Policy.

2. Time Period to File a Complaint

- a. A complainant must normally make a complaint of Discrimination or Harassment within twelve (12) months of the last alleged incident. However, Human Rights Services may accept a complaint beyond this time period where there are extenuating circumstances that prevented a complaint from being made within the twelve (12) month time period.

3. Complaint Resolution Process

- a. Human Rights Services manages the complaint resolution process outlined in the Procedures under this Policy to address complaints and reports of Discrimination and Harassment at the University. The complaint resolution process focuses on fairness, proportionality, timeliness, and accountability, and it will also take into account the needs and interests of those involved and the protection of human rights within the broader University Community.
- b. Every member of the University Community has a right to claim and enforce their rights under this Policy, to provide evidence and to participate in proceedings under this Policy and Procedures, without Reprisal or threat of Reprisal.
- c. Human Rights Services will encourage efforts to resolve concerns through early intervention, alternative resolution and restorative justice approaches, where appropriate. It will also facilitate fair and impartial investigation and decision-making processes, as required.

4. Shared Responsibility for Addressing Discrimination and Harassment

- a. The University and its senior administrators, such as deans, vice-presidents, vice-provosts, the provost and the president, as well as others with supervisory responsibility, have a legal and policy-based responsibility to respond promptly to known or apparent incidents of Discrimination and Harassment, whether or not a complaint has been made, and to exercise authority to prevent and/or address the repetition of such behaviour.
- b. Senior administrators and others with supervisory responsibility are expected to consult with Human Rights Services to assess the

appropriate response to alleged incidents of Discrimination and Harassment in accordance with the Policy and Procedures.

- c. Where an investigation and decision-making process under this Policy and Procedures results in a finding that a senior administrator or others with supervisory responsibility knew of an incident of Discrimination or Harassment and did not take appropriate action to address it, they may be subject to accountability measures under this Policy and Procedures or other applicable University policies.
- d. All University employees (other than University health care providers) who receive disclosures or information about alleged incidents of Discrimination and Harassment are required to report the information to Human Rights Services to determine if it may be necessary to initiate a complaint resolution process under this Policy and Procedures.

5. Maintenance of Statistics and Reporting

- a. Human Rights Services will maintain annual statistics about the implementation and effectiveness of this Policy and Procedures, including but not necessarily limited to the following:
 - i. The number of complaints received from students, faculty and staff, including the number that proceed through the complaint resolution process.
 - ii. The types of complaints received, including the nature of the allegations and the Protected Grounds engaged.
 - iii. The manner in which the complaints were resolved through the complaint resolution process and the outcomes of the process.
 - iv. The timeline for the resolution of complaints.
- b. Statistics and information about the implementation and effectiveness of the Policy will be provided annually to the Board of Governors and the Minister of Colleges and Universities. The University will take reasonable steps to ensure the information provided in the annual report does not reveal information that should properly remain confidential or otherwise disclose personal information or compromise personal privacy in a manner inconsistent with the University's obligations under the Freedom of Information and Protection of Privacy Act.

VIII. Roles and Responsibilities Under this Policy

1. The University Community

- a. Make themselves aware of the Policy and their responsibilities under the Policy.
- b. Participate in the wide variety of education and training programs available on campus.
- c. Respect an individual's right to confidentiality if an incident of Discrimination or Harassment is disclosed to them; refer them to Human Rights Services for guidance about reporting options under this Policy and Procedures.
- d. Understand and comply with their responsibility to report alleged incidents of Discrimination and Harassment to Human Rights Services.
- e. Cooperate in a complaint resolution process, if requested. This includes, but is not limited to, responding to communications from Human Rights Services in a timely manner, participating in good faith in investigation interviews and providing documentary or other evidence, as requested.
- f. Report to Community Safety and Security if they witness an emergency or immediate safety or security concerns at TMU.

2. The University Executive

- a. Maintain and communicate an ongoing commitment to promoting and protecting human rights and addressing Discrimination and Harassment at the University.
- b. Foster a culture of equity, diversity, inclusion and belonging at the University.

3. The Vice President, Equity and Community Inclusion

- a. Lead Human Rights Services in the interpretation and application of this Policy and its Procedures.
- b. Inform and provide strategic advice and direction to the University Executive on Discrimination and Harassment trends and systemic issues, as well as human rights best practices, crisis/issues management,

and program development for ensuring compliance with this Policy and relevant legislative requirements.

- c. Report annually to the University's Board of Governors and the Minister of Colleges and Universities about the implementation and effectiveness of this Policy.

4. Human Rights Services

- a. Provide advice, consultation and training on the shared responsibility of all University Community members to promote and protect human rights at the University and about the complaint resolution process under this Policy and Procedures.
- b. Manage the complaint resolution process under this Policy and Procedures, including inquiries, consultations, early interventions, alternative resolutions, and investigations related to Discrimination and Harassment.
- c. Coordinate with other University administrative units where appropriate and necessary to facilitate the application and implementation of this Policy and Procedures.
- d. Develop and implement a human rights awareness, prevention, education and training strategy for the University.
- e. Provide strategic advice to the Vice-President, Equity and Community Inclusion on Discrimination and Harassment trends and systemic issues, as well as human rights best practices, crisis/issues management, and program development for ensuring compliance with this Policy and relevant legislative requirements.

5. Human Resources

- a. Coordinate with Human Rights Services to support complaint resolution processes regarding complaints that fall within the application and scope of this Policy, as well as the Respectful Workplace Policy and/or the Occupational Health and Safety Act.
- b. Provide individualized care and trauma-informed support for staff and faculty complainants and respondents under this Policy as well as any impacted employees, as appropriate.

- c. Support Human Rights Services in liaising with relevant employee unions.
6. Faculty Affairs
- a. Work with Human Resources to ensure that supports are in place for academic employees participating in complaint resolution processes under this Policy, as appropriate.
 - b. Support Human Rights Services to liaise with relevant academic employee unions.
7. The Office of Student Conduct
- a. Coordinate with Human Rights Services to support complaint resolution processes regarding complaints that fall within the application and scope of this Policy, as well as the Student Code of Non-Academic Conduct.
8. The Office of Student Care
- a. Provide individualized care and trauma-informed support for student complainants, respondents, and other impacted students under this Policy, as appropriate.
9. Community Safety and Security
- a. Ensure that all Community Safety and Security staff are trained on this Policy and Procedures, trauma-informed services and processes, and the impact of identities on how an individual experiences Discrimination and Harassment.
 - b. Share information with Human Rights Services about all incidents of potential Discrimination or Harassment reported to or observed by Community Safety and Security staff.
 - c. Provide appropriate services and support to University Community members, such as safety planning, risk assessments and referrals to Human Rights Services.
 - d. Coordinate with and assist Human Rights Services as requested in supporting the complaint resolution process under this Policy and Procedures, including regarding the application of interim and accountability measures, where appropriate.
10. Faculty and Academic Departments and Schools

- a. Liaise with Human Rights Services to provide training on Discrimination and Harassment and the rights and responsibilities of University Community members under this Policy.
 - b. Report alleged incidents of Discrimination and Harassment to Human Rights Services to determine if it may be necessary to initiate a complaint resolution process under this Policy and Procedures.
11. Student-Led Governing Bodies
- a. Liaise with Human Rights Services to provide training on Discrimination and Harassment and the rights and responsibilities of students under this Policy.
 - b. Work in collaboration with University staff, including but not limited to the Vice-President, Equity and Community Inclusion and Director, Human Rights Services to communicate student concerns regarding Discrimination and Harassment and work to rectify them.

IX. Policy Review

1. This Policy will be reviewed every five years with meaningful consultation with members of the University Community, including students and members of equity-deserving groups.

Guidelines on Enhancing Community Safety and Inclusivity for Events and Activities on Campus

How we share our campus space

Preamble

The purpose of these guidelines is to support Toronto Metropolitan University (TMU) community members in navigating events and activities on campus by sharing the university's expectations of appropriate conduct and our collective responsibilities per university policies and collective agreements. Universities are uniquely positioned to serve as forums for the respectful and critical exchange of ideas and perspectives. TMU embraces unequivocally the free exchange of ideas and the ideal of intellectual engagement within a culture of mutual respect. While we do not expect members of our community to always agree, we must respect the rights of others to hold and express opinions that are different from our own so that our campus remains safe and inclusive for all community members. The right to freedom of speech comes with the responsibility to exercise that right in an atmosphere free of intimidation and in an environment that supports the free speech rights of those with opposing views.

Community Standards and Expectations for Events and Activities on Campus

The following expectations apply to all events and activities held on TMU's campuses. They reflect obligations under university policies and procedures and guide the shared responsibilities of university community members, including organizers, participants and their guests.

Violence, Threats, Risk of Harm

TMU is committed to creating and maintaining a safe and respectful environment for all. Any actions involving physical violence or threats of violence are strictly prohibited and may be subject to review or discipline under applicable university

policies and procedures and/or employment contracts and collective agreements. Weapons or any objects that are designed to cause harm are also strictly prohibited.

Health, Safety, and Access

Activities that pose a risk to the physical health or safety of others, including any actions that may create hazardous conditions or disruption to emergency access or systems and infrastructure, are not permitted. Organizers must plan with the Community Safety and Security team for crowd safety and physical surroundings.

To this end, any activities on campus must allow uninterrupted access to and from buildings, walkways, and roads. Blocking entrances or exits is unacceptable and may disrupt emergency services or university operations. Amplified sound must be used responsibly; excessive noise that disrupts learning, residence life, or university programming is prohibited. Unless reserved and approved in advance, events and activities are not permitted in classrooms, research spaces, athletic facilities, residences, libraries, or administrative offices. Events and activities that involve overnight stays on campus are also not allowed unless reserved and approved in advance.

University Property

Do not cause damage to university property and spaces. All community members are expected to respect university facilities, infrastructure and public spaces during all activities and events on campus. The following are not permitted:

- Damaging, defacing, or modifying TMU property, signage, or surfaces (including graffiti or tampering with fixtures).
- Littering or creating garbage.
- Unauthorized use of furniture, equipment, or supplies in ways that cause deterioration or prevent regular university operations.
- Unauthorized alterations, and property modification.
- Ceremonial or symbolic fires must be approved through ExploreTMU to ensure safety, while bonfires, torches, cooking fires, and similar flame sources are prohibited.

- Combustible materials like propane, gasoline, or diesel fuel are not allowed on campus, unless authorized.

Discrimination and Harassment

TMU promotes and protects human rights through the university's Discrimination and Harassment Policy (DHP), which prohibits discrimination and harassment on the basis of one or more of the protected grounds under the Ontario Human Rights Code, including but not limited to creed, disability, race, sexual orientation, etc. The DHP covers all university community members, including students, faculty, staff, contractors, volunteers and guests, and applies to all events and activities that occur on the TMU campus.

The DHP's values and guiding principles include a commitment to equity, diversity, inclusion, and belonging, as well as freedom of expression and academic freedom, while recognizing a responsibility on all university community members to respect the rights of others to learning, working and living environments free of discrimination and harassment. Where university community members are engaging in events and activities on campus, they are required to abide by the DHP and refrain from comments or conduct that represent discrimination, harassment or the creation of a poisoned environment as defined in the policy.

TMU's Sexual Violence Policy (SVP) also prohibits university community members from engaging in sexual violence and harassment. It similarly covers all university community members, including students, faculty, staff, contractors, volunteers and guests, and applies to all events and activities that occur on the TMU campus.

Intimidation, Harassment, or Targeting

TMU does not condone any form of intimidation or harassment—physical, verbal, or digital. Physical and verbal intimidation or harassment; or impeding others' basic rights, including free expression, freedom to assemble, and human rights are prohibited. This includes targeting individuals at their homes, cars, offices, at meetings of university governance, or elsewhere.

Respectful Conduct

TMU's Student Code of Non-academic Conduct and Respectful Workplace Policy are also policies that apply to university community members and which outline the

expectation that people treat each other in a respectful manner, including during university events and activities on campus.

Events and Space Reservations

To allow the university to assess, monitor and grant authorization for events and spaces, members of the university are required to follow TMU's Bookable Space Policy and process to ensure the safety of all community members: Event & Space Reservations and Explore TMU.

To support the safe and successful coordination of events on campus, we encourage all community members and event organizers to plan early and follow TMU's event booking process. Event organizers are required to provide ongoing and accurate information to the university about their activities and planned events and must report changes to the circumstances of an event to Community Safety and Security in a timely manner. Failure to do so may result in an event being postponed or cancelled.

Community members and event organizers are reminded that they are responsible for the conduct of any guests they invite to campus. TMU expects all invited participants to respect the values and policies of the university, understanding that all speakers, event attendees, and guests on campus are subject to TMU's policies, as referred to in these guidelines. TMU reserves the right to take appropriate steps when events or actions contravene university policies or pose an undue risk to community safety, including but not limited to cancellation of the event and removal of persons from the premises.

Event organizers and participants are expected to follow instructions from TMU Community Safety and Security representatives, university officials, and, if applicable, external authorities such as first responders. Organizers must maintain open communication with the university and respond promptly to reasonable requests for information (e.g., confirmation of community member status).

TMU recognizes that some events and activities may not have been processed through the booking system but can still occur on campus if they are acts of civic engagement and democratic expression, such as demonstrations or protests. This is permitted in support of the right to peaceful assembly and free expression and we are committed to ensuring that demonstrations and protests can occur safely and respectfully while preserving the campus community's rights, safety, and well-being. All of the standards outlined in relation to campus events and activities apply to all

TMU community members and their guests when participating in demonstrations and protests on campus.

Statement of Student Rights and Responsibilities

(Approved at Ryerson University Senate – April 1, 2003)

As a student at Ryerson University, you have the right to:

- enjoy all rights and freedoms recognized by law;
- a learning environment that is safe, free from harassment and discrimination;
- a learning environment which is characterized by mutual respect and civility;
- a learning environment that, while safeguarding dissent, is free from interference and disruption;
- an environment which ensures that administrative decisions are made, or actions taken, with fair
- regard for the known and legitimate interests of students;
- an environment where adequate measures are taken to protect the security of students on University property;
- the right to complain without fear of reprisal;
- access facilities as a University community member upon payment of any required fees;
- receive information at the commencement of each course, including:
 - the instructor's name;
 - office location;
 - hours and Ryerson telephone number;
 - a course description;
 - a list of course assignments, tests and approximate deadlines;
 - a marking or evaluation scheme;
 - a statement of the teaching mode(s);
 - a provision that planned alteration in the list of course assignments, tests, approximate deadlines, and in the marking or evaluation schemes shall be presented in class prior to being implemented;
- have academic work judged solely on its merits;
- appeal grades and/or academic standing;

- confidentiality of your student information, records and subject to Ryerson's academic regulations and procedures; Ryerson's research policies and procedures; and the provisions of the Student Code of Academic Conduct and the Student Code of Non-Academic Conduct;
- participate in University governance through elected representation to the Department/School Councils, Senate and the Board of Governors;
- refuse to participate as subjects in research and experiments without penalty;
- conduct research and to publish, discuss and exchange findings, subject to published University regulations that may apply

As a student at Ryerson University, you have the responsibility to:

- abide by federal, provincial and municipal statutes in addition to University policy;
- treat all members of the community, including faculty, staff and fellow students, with respect;
- not falsely or maliciously allege charges/offenses under the regulations of the Student Code of Academic Conduct and the Student Code of Non-Academic Conduct
- refrain from
 - behaviour, which you know, or ought reasonably to know, obstructs teaching, learning, evaluation, research, administration and the other usual or authorized activities of the University;
 - conduct and activities likely to endanger the health or safety of yourself or another person;
 - assault or the threat of assault to another person; or,
 - behaviour that you know or ought reasonably to know would cause another person to fear bodily harm, or that may endanger personal wellbeing or may obstruct the teaching and/or learning process.
 - unwelcome or persistent behaviour (e.g. personal harassment) that you know, or ought reasonably to know, would cause another person to feel humiliated, demeaned or intimidated or which may obstruct the teaching, learning and/or work process of another person and which includes, but is not limited to, hazing and aggressive religious recruiting;

- using the university's computing, telephone, mail and/or other university communication systems to convey nuisance or other objectionable messages which may endanger the personal well-being of another person, or which may obstruct the teaching, learning and/or work process of another
- treat University facilities and equipment with respect;
- familiarize yourself with relevant University policy, such as the policy on Academic Consideration and Appeals, the Student Code of Academic Conduct, the Student Code of Non-Academic Conduct, the Examination Policy, and the Discrimination and Harassment Prevention Policy, etc;
- respect posted hours and limits on entry where such conditions exist;
- not destroy, tamper with, unlawfully access or limit the access of others, remove, possess, or knowingly create a condition which endangers or threatens destruction or damage, of property not your own, including, but not limited to, library materials, computing facilities, telecommunications systems and emergency telephone systems;
- abide by the university's policy and guidelines related to all university computing and networking facilities;
- not remove, possess, maliciously engage, or tamper with university fire protection equipment, or security and safety systems.
- to evacuate the buildings during fire alarms or other emergencies as instructed by Ryerson Security.
- obtain and maintain a Ryerson University e-mail account if you are a full or part-time undergraduate or graduate student;
- ensure that your guests abide by University policy;
- show your Ryerson identification card, or photographic identification and a copy of your registration form, upon request by Ryerson Security or other Ryerson employee.